

Tasmanian Active Living Coalition

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Subject: Tasmanian Positive – Our state’s sustainability strategy

Thank you for the opportunity to provide feedback on *Tasmanian Positive – Our state’s sustainability strategy*. On behalf of members of the Tasmanian Active Living Coalition please find a consultation submission attached in response. This submission has been approved by TALC’s Chair and endorsed by TALC’s membership.

The objective of TALC’s submission is to highlight the important role active living has in contributing to sustainability.

The rationale and supporting evidence is detailed throughout the submission with a reference list attached. Individual TALC members have contributed to this submission and may have also made separate submissions on behalf of their organisations.

The Tasmanian Active Living Coalition works in partnership to create inclusive environments to support all Tasmanian lead healthy, active lifestyle at every stage of life.

Yours sincerely

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Tasmanian Active Living Coalition

**Submission to Tasmania's
Tasmanian Positive – Our state's
sustainability strategy**



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Introduction

The principle focus of this submission is the role active living has in sustainability including but not limited to the role planning systems play in health and wellbeing outcomes, active travel (walking, cycling, other modes of active travel) and public transport systems.

In addition to active travel and transport systems, the scope will also touch upon public health impacts associated with housing and liveability and the roles they play in sustainability.

TALC Response to consultation questions

I. What words would you use to describe the ideal Tasmania in 2050:

TALC strongly supports all the key areas of sustainability as important and interconnected. The Coalition has a strong focus and interest in the following key areas: climate and renewable energy; health and wellbeing; and housing and liveability. More broadly, TALC also has interests in links between the former two areas and the natural environment due to interconnectedness between the environment and health and wellbeing of both current and future generations (Jimenez et al., 2021). The Coalition will address this consultation question through the following:

I.1 The Integration of Health and Wellbeing in all Policies

Improving health and wellbeing by supporting Tasmanians to live active lives requires a coordinated approach across government agencies and sectors as per the World Health Organization's (WHO) 'Health in All Policies' approach to preventative health (World Health Organization, 2018c). In Tasmania, key policies relevant to this submission are detailed as follows to provide context and background to the existing policy landscape:

- The *Tasmania Statement* supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces (Premier's Health and Wellbeing Advisory Council, 2021). The *Tasmania Statement* creates an authorising environment for those working within the Tasmanian Government to support health and wellbeing considerations.
- The *Healthy Tasmania Five Year Strategic Plan 2022-26* advocates for a Health in All Policies approach, including an analysis of the systems outside the health sector which influence the

health status of populations (Department of Health and Human Services, 2022). The plan focuses on systems and supporting active living initiatives, particularly through planning and building places that support health, wellbeing and physical activity, and by building infrastructure that makes walking, cycling, accessibility, and public transport safe and viable alternatives to driving (Department of Health and Human Services, 2022). This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which aimed to 'create built and natural environments that enable and encourage physical activity' (Department of Infrastructure, 2010).

- The *Measuring What Matters Australia's First Wellbeing Framework* developed by the Federal Government in 2023 is directly relevant to this work. Out of the five themes two are health and sustainability. Health is characterised as "a society in which people feel well and are in good physical and mental health, can access services when needed, and have the information they require to take action to improve their health". Sustainability is noted as "a society that sustainably uses natural and financial resources, protects and repairs the environment and builds resilience to combat challenges" (Australian Government, 2023).
- In 2016, a Tasmanian Joint Parliamentary Select Committee Inquiry into Preventative Health Report outlined key findings and recommendations. The Heart Foundation previously highlighted the report's key findings and recommendations in relation to active living in its 2016 *Representation to the Final Draft State Planning Provisions* as follows (Heart Foundation, 2016):

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

(k) The importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.

- a) Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;*
- b) Government ensures transport infrastructure planning and policy decisions embody liveability principles; and*
- c) Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.*

Findings (page 8):

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes.

23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning Scheme.

The advancement of health and wellbeing and improved sustainability should also be considered in the context of developing and existing frameworks and strategies in Tasmania including:

- *Health and Wellbeing Framework;*
- *Sustainability Strategy;*
- *Future of Local Government Review* (including Local Government in the 21st Century);
- *Tasmanian Planning Policies;*
- *Review of the Tasmanian Walking and Cycling for Active Transport Strategy;*
- *Refreshing Tasmania's Population Strategy;*
- *Greater Launceston Plan;*
- *Devonport Living City Master Plan;*
- *Burnie Council Plan; and*
- *30 Year Greater Hobart Plan.*

There should also be alignment with the Climate Change Action Plan, prepared under the Climate Change (State Action) Act 2008 given links between climate mitigation and health and wellbeing (Tasmanian Government, 2023).

TALC advocates for alignment with the UN Sustainable Development Goals (SDG's) with cascading strategies, policies and actions implemented at a jurisdictional level to achieving these through sound governance. In particular, TALC advocates for Sustainable Development Goal (SDG) 3, 'Health and Population'. SDG 3 seeks to ensure healthy lives and promoting well-being for all at all ages. SDG3 acknowledges the linkage of health, environmental and socio-economic improvements requiring intersectoral efforts, including with housing and public works ((United Nations, 2002)). SDG3 recognises the intimate interconnection between health and development, including inappropriate development resulting in over consumption that can in turn have environmental health impacts (United Nations, 1992). TALC encourages links between the environment and health and wellbeing of both current and future generations due to recognition of the entitlement of human beings to a healthy and productive life in harmony with nature (Australian Institute of Health and Welfare, 2022). This is a key theme of SDG3.

1.2 A Tasmania where active travel is normalised

Maximising active travel and use of public transport through neighbourhood design should be viewed as central to sustainability. Supporting people to move from car travel to active and public transport will result in improved population health outcomes, fewer emissions from vehicles, significantly cheaper running costs and greater efficiency (Whitehead et al., 2022).

To increase levels of active and public transport it is important to consider how neighbourhoods are designed to ensure an active living focus. The Heart Foundation's 2020-21 *What Australia Wants* survey measured community sentiment around qualities of active neighbourhoods and support for

initiatives to increase infrastructure for physical activity in and around neighbourhoods (National Heart Foundation of Australia, 2020).

Tasmanians want to live close to shops and amenities, and in safe areas that are quiet and away from main roads. Tasmanians want access to healthy food, housing diversity and a sense of place (National Heart Foundation of Australia, 2020). There was strong support for government investment in active infrastructure (67%), public transport funding (64%) and speed limit reductions in neighbourhood streets (59%) (National Heart Foundation of Australia, 2020). However, the results also indicate these attributes are not always accessible to Tasmanians and should be considered as a priority in order to support active living and as a result emission reductions. For example, only 31% of Tasmanians believed their neighbourhood helps them 'a lot' in being active (National Heart Foundation of Australia, 2020).

In the 2021 Australian Liveability Census (including 3,200 Tasmanians) (Malshe et. al., 2021), walking/jogging/bike paths connecting housing to community amenity was considered most important for the ideal neighbourhood by 55 per cent of respondents, again highlighting the value placed on liveability and the built environment by communities.

Equity of active transport options is an important consideration which can be influenced through planning. Active transport infrastructure catering to all ages and abilities is required, removing the need for separate consideration for young people, migrants, older people or people with disabilities. This includes infrastructure supporting accessibility such as shelters; seating; park and ride facilities; and visible and shaded pedestrian connections. It also reduces cost burdens on Councils from maintenance of such infrastructure through implementing this in tandem with medium density infill in existing areas (i.e. urban renewal) and increased density in newly developed areas without compromising quality, effectively enabling an adequate rates base to provide quality maintenance of such infrastructure (i.e. street trees, water sensitive urban design, accessible design of walkways, pedestrian crossings, ramps, etc). The need for active transport connections to public transport hubs outside of town centres will continue to be required as growth on the urban fringe increases.

The importance of supporting high levels of public transport usage can be as simple as providing real time information, offering free or heavily discounted public transport to those most in need, or those commuters we wish to encourage the use of public transport (e.g., those on a low income, school children, workers etc) (Sharman et al., 2019). Through alignment with the land use and infrastructure sectors, sound governance can enable effective outcomes.

1.3 A Tasmania where the co-benefits of active living are understood and valued

Sustainability strategies have important health and wellbeing co-benefits. For example, planning arrangements that can remove barriers to Tasmanians being more physically active (active living) are fundamental for good physical and mental health and wellbeing which in turn support sustainable health systems. Physical activity prevents heart disease, diabetes, numerous cancers, dementia, weight gain, and anxiety and depression (Bellew et al., 2020). Being physically active improves sleep and improves brain function at all ages (Bellew et al., 2020). Using active and public travel increases physical activity levels (Rissel et al., 2012), leading to health benefits, better air quality and reduced greenhouse gas emissions.

Despite the numerous health, environmental, social and economic benefits, almost half of all Tasmanians aged 18 and over are not active at recommended levels (Australian Bureau of Statistics, 2016). Tasmania is below the national average and is ranked sixth out of the eight states and territories (Australian Bureau of Statistics, 2016) for physical inactivity.

Internationally, the World Health Organization's *Global Action Plan on Physical Activity 2018-2030* has as one of its four key pillars a priority focus to 'Create active environments' (World Health Organization, 2018). This includes strengthening the integration of urban and transport planning policies, delivering highly connected neighbourhoods to support active and public transport, improving walking and cycling network infrastructure, accelerating implementation of policy actions to improve road and personal safety for active and public transport users, strengthening access to public and green open spaces, and strengthening policy, regulatory, and design guidelines and frameworks.

The International Society for Physical Activity and Health recommend eight key investments to address physical inactivity (International Society for Physical Activity and Health, 2020). The eight investment areas are the evidence-based domains where Governments and organisations can get the best return on investment to improve health and wellbeing through increasing physical activity. Of the eight identified domains, those that can be directly influenced by planning policies include: active transport, active urban design and workplaces (International Society for Physical Activity and Health, 2020).

Nationally, the Heart Foundation's *Blueprint for an Active Australia* states 'reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity' (National Heart Foundation of Australia, 2019). The *Getting Australia Active III* report identified eight policy domains

for systems level action on physical activity, notably transport and the built environment (Bellew et. al., 2020).

It is within this context of national and international best practice evidence that TALC asserts active living including active travel and increased public transport usage, can make a powerful contribution to long term sustainability (as noted in The Strategy) and at the same time improve health and wellbeing outcomes for Tasmanians.

1.4 A Tasmania which understands the relationships between public open spaces, urban greening, active living, climate change and sustainability

Having good quality public open spaces with sufficient urban greening encourages active living, utilisation of active transport and creation of carbon sinks in urban environments. Public open spaces includes spaces freely accessible to everyone such as streets, squares, parks, natural features, landmarks, building interfaces, green spaces, pedestrian and bike ways, and other outdoor places (National Heart Foundation of Australia, 2017a). Active travel relies on public open spaces, nature corridors and shared walking/cycle pathways. Meaningful decarbonisation and mass-transition from fossil fuel transportation will also rely on the development of more efficient human-powered vehicles that can be used to travel across public open spaces, shared pathways, waterways and by air. These new means of transportation require reconsideration of policies and provisions of road pathway using dedicated pathways. Provision of active travel networks through public open spaces therefore needs to become a more predominant planning feature and more public open spaces should be allocated to provide more active travel corridors. Transport corridors encouraging people into active travel (such as the Hobart Rivulet track, the Intercity Cycleway, North West Coastal Pathway and Heritage Forest Pathway at Launceston) allow people to move through natural areas and parks more easily. This form of transport supports sustainability.

The existing Tasmanian Planning Scheme does not encourage urban greening as there is no requirement for landscaping to be provided in developments or subdivisions in the residential zones.

TALC has recommended in previous submissions on the Tasmanian Planning Scheme they include policies specific to the provision of landscaping to provide for urban greening in residential and commercial areas. In particular in street reserves, and specifies the manner the policies are implemented in the regional land use strategies and the TPS to help realise the consistent application of those policies. Urban greening and sustainability are closely related.

The importance of access to public open spaces was demonstrated during the COVID-19 pandemic. The quality of the public open spaces influences how much time people spend being active and in

nature, both of which directly influence health and wellbeing. Public areas that are aesthetically pleasing, safe, clean and comfortable attract people to the area thus leading to increased walking, cycling, and opportunities for social interaction.

The Heart Foundation's Healthy Active by Design framework reports residents with larger neighbourhood parks within 1600 m engage in 150 minutes more recreational walking per week than those with smaller parks (National Heart Foundation of Australia, 2017a). Research links physical activity in or near green space to important health outcomes including lower levels of obesity, lower blood pressure and longer life spans (Davern et al., 2017). Sufficient provision of public open spaces including parks and reserves, sporting facilities, community gardens and greenways is important in supporting opportunities for being active.

There is a growing body of evidence demonstrating that urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (Byrne, 2021, National Heart Foundation of Australia, 2019, Davern et al., 2017). TALC has previously provided comment on the lack of opportunities to encourage green infrastructure under the State Planning Policies (SPPs – See Appendix E) and through local councils. Urban greenery including trees, vegetation and green surfaces (e.g., roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (Davern et al., 2017). Urban greenery can reduce temperatures by 1- 4 °C (Davern et al., 2017). Such climate mitigation strategies are critical for a sustainable Tasmania.

With the expected population growth (*Refreshing Tasmania's Population Strategy – Consultation Strategy, 2023*), and necessary housing supply within existing areas, TALC strongly supports adequate public open spaces and greening being in place to ensure density does not outpace quality. Supply of open space could be estimated according to demand (i.e., types of open space for families, older persons etc) and the capacity to provide and maintain this. This is similar to consideration of 'carrying capacity' in environmental policy of a landscape, considering the 'carrying capacity' of urban areas to support population density and increase so as not to exceed 'planetary boundaries' and in turn encroach on other important land (i.e., agricultural, environmental) that is supplying food and ecosystem services.

Having high quality public open spaces with sufficient urban greening encourages increased usage through active travel. The more Tasmanians seeking active and public methods of transport, the greater the climate mitigation benefits and the more sustainable Tasmania becomes.

2. What are the most important things we need to do to achieve a sustainable future for Tasmania?

2.1 A Tasmania with joined up planning

There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities (Goenka and Andersen, 2016)

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. A series in *The Lancet*, one of the world's top-ranking medical journals, *Urban Design and Transport to Promote Healthy Lives* recognises the importance of the built environment for active living (Goenka and Andersen, 2016). The series recommends creating compact cities or urban areas that provide local neighbourhood centres (for example, the City of Hobart Precincts Plans).

The Heart Foundation of Australia's *Healthy Active by Design* framework (National Heart Foundation of Australia, 2017a) notes 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative' (National Heart Foundation of Australia, 2017a).

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support liveability. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of built environments supportive of liveability and sustainability.

TALC supports prioritising infill development and consolidation, maximisation of existing physical infrastructure and active transport modes. TALC provides the following key research findings on active living, with reference to density and distances between homes and amenities to further support this position.

- Research indicates two key factors encourage walking for transport: 'the connectivity of streets (more intersections, fewer big blocks) and a high number of local living destinations, such as supermarkets, shops, parks and public transport, within 1600m' (Giles-Corti et al., 2017).
- A strong body of evidence confirms the association between higher residential density (and the associated mixed land uses) and increased walking for transport across all age groups, but particularly in adults. Moreover, living closer to shops and services is a consistent

predictor of walking, both for transport and recreational purposes, for all age groups (Giles-Corti et al., 2012).

- Other factors associated with increased active travel include safety from traffic, well-lit streets and the presence of footpaths (Sallis et al., 2012). In addition, off street paths and connections support and encourage higher usage of active travel (Australian Transport Assessment and Planning, n.d., Evans et al., 2022).
- Higher population and residential densities are associated with increased physical activity. There is significant research evidence linking higher residential density and mixed-use planning and walking, across all life stages (National Heart Foundation of Australia, 2017b).
- Studies also show the prevalence of using public transport is associated with higher residential density and a greater availability of walkable destinations (National Heart Foundation of Australia, 2017b).

The quality of design in denser areas to optimise health and wellbeing outcomes should also be considered. Doing so helps to facilitate outcomes such as adequate soil zones to enable trees; open space of a suitable aspect to enable year-round solar access for both recreational use and growing of local produce; and ensuring adequate green infrastructure and surface permeability in new infill development to reduce heat entrapment and optimise health outcomes.

The recent *Refreshing Tasmanian Population Strategy Consultation* noted population growth is occurring more rapidly than expected. This has potential to drive urban infill and urban development. An emphasis on density will enable protection of environmental and forestry land providing a carbon sink. Increased density should be well designed to enable liveable environments for populations and support sustainability principles such as water sensitive urban design, greenhouse gas strategy and health island effect (Green Building Council of Australia, 2023).

Sustainable forms of energy, blue and green infrastructure, passive solar design and accounting for future climate scenarios in accordance with Climate Analogues modelling must also be considerations (CSIRO, 2020). Degrees per century climate projections should be reviewed and data providing overlays in the Planning Schemes analysed to consider whether adequate protection of land either developed for residential purposes or to be developed for residential purposes is adequately buffered against projections of sea level rise, storm surge, bushfire and other climate hazards.

2.2 The role of soft infrastructure

To support sustainability through the benefits of active living outlined in this submission, it is critical that social infrastructure is in place to ensure no Tasmanian is left behind in accessing in the benefits of active living.

The integration of public and active transport networks with social infrastructure, location of social infrastructure close to residential areas and supporting mixed use of existing recreational, education and community facilities all support active travel and the use of public transport and thus climate mitigation strategies.

The quality of the public realm influences whether people feel safe and comfortable in an area as well as opportunities for active travel, particularly for women and children, the elderly, people with a disability or chronic health condition/s. Design of the public realm supports social inclusion through taking into account how that space operates during different times of the day, who uses it, and how seasonality impacts use (Hulse et al., 2011).

Designing spaces which support activities attract more people and promote the perception they are orderly and peaceful, and can be important for social groups in enhancing active living opportunities (Hulse et al., 2011).

It is important to consider the role of the built environment on mobility limitations and disability to ensure accessible movement networks are created and maintained. Doing so supports older adults to age in place and improve quality of life through the encouragement of participation in active travel (Hulse et al., 2011). The requirements laid out in the Disability Discrimination Act (1992) should be considered minimum requirements, but more can be done?. For example, the standards required by the Act around bus stops and shelters include xxx.

Active and involved communities are more likely to participate in climate change reducing activities, such as using active travel to undertake shopping, accessing schools and workplaces. Strategic hard infrastructure, however, is required to facilitate a thriving soft infrastructure system. This may include community centres, parks and skate parks, art and craft cooperatives, food coops, community gardens, tip shops, technology hubs and Mens/Community Sheds. Having adequate community infrastructure and the physical and social links between these spaces can enable greater resource efficiency, avenues for ecological repair and a more educated, progressive and engaged community that will work harder toward minimising its own carbon footprint.

3. What to you plan to do by 2030, 2040 and 2050, to contribute to the achievement of a sustainable Tasmanian by 2050?

TALC is an independent, not-for-profit coalition made up of representatives from a broad range of non-Government and Government organisations with an interest in active living.

TALC members work together to influence and inform policies, decisions and strategies encouraging the creation of active living environments.

TALC's aim is to lead, support and promote the creation of environments supporting active living, and to add value by providing a mechanism for an integrated approach and potentially drive behaviour change in relation to active living. Active living is something TALC will advocate for in the coming years.

TALC's purpose is to:

- translate evidence into policy and practice;
- build on existing partnerships and develop new partnerships as required;
- raise the profile of active living;
- support, advise and advocate for improvements in the built and natural urban environments including improved access to our parks and open spaces;
- provide advice for consideration by the Premier's Health and Wellbeing Advisory Council; and
- highlight the importance the built and natural urban environments play in active living.

TALC commends the work of the Tasmanian Government on the *Tasmanian Positive Our state's sustainability strategy* and looks forward to the implementation of this strategy.

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Appendix A: Definitions

The following terms used by TALC are defined as

Active living - a way of life that integrates physical activity into daily routines (Heart Foundation, 2016).

Active travel or active transport - travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day (Heart Foundation, 2016).

Built environment - the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features (National Heart Foundation of Australia, 2017a).

Food security - the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical) (Heart Foundation, 2016).

Health - a state of complete physical, mental and social wellbeing and not merely the absence of disease (World Health Organization, 2022a).

Liveability - a liveable community is one that is safe, socially cohesive, inclusive and environmentally sustainable. Highly liveable areas provide affordable housing that is well serviced by public transport, walking and cycling infrastructure (Department of Agriculture Water and the Environment, 2021). They have good access to employment, education, shops and services, public open spaces, and social, cultural and recreational facilities (Department of Agriculture Water and the Environment, 2021).

Physical activity - any bodily movement produced by skeletal muscles that requires energy expenditure encompassing all movement during leisure time, for transport to get to and from places, or as part of a person's work (World Health Organization, 2022b).

Public Open Spaces - Public open space encompasses the variety of spaces within the urban environment that are readily and freely accessible to the wider community for recreation and enjoyment (National Heart Foundation of Australia, 2017a).

Social inclusion – is a term used to describe how government, community, business, services and individuals can work together to make sure that all people have the best opportunities to enjoy life and do well in society. It is about making sure that no one is left out or forgotten in our community (Social Inclusion Unit, 2008).

Wellbeing – mental health is a state in which an individual can realise their own potential cope with normal stresses, work productively and contribute to their community (World Health Organization, 2022a)¹.

Urban Heat Island - cities and urban areas tend to be several degrees hotter than country areas. This localised warming is due to the large amounts of paved and dark-coloured surfaces like roads, roofs and car parks in our cities and urban areas (Greening Australia, 2020).

¹ TALC acknowledges that Tasmania will likely develop its own definition of wellbeing as part of the development of Tasmanian Health and Wellbeing Framework.

Attachments:

Attachment 1: Tasmanian Active Living Coalition, Tasmania's Planning System – Opportunities for Health and Wellbeing, 2021



TALC Planning
Report Final for circ

Attachment 2: Tasmanian Active Living Coalition Submission to State Planning Provisions Review, Phase I – Scoping Paper



FINAL - TALC
submission - SPP Re

Attachment 3: Tasmanian Active Living Coalition Submission to the Tasmanian Housing Strategy Discussion Paper



FINAL DRAFT - TALC
submission - Tasmai

Attachment 4: Heart Foundation's Representation to the final draft State Planning Provisions 2016



Heart_Foundation_
representation_on_5

Attachment 5: TALC Submission on the State Planning Provisions



FINAL - TALC
submission - SPP Re

Appendix F

Summary of Active Living Integrated Policies

Tasmanian

- Tasmania Statement – Working Together for the Health and Wellbeing of Tasmanians (Premier’s Health and Wellbeing Advisory Council, 2021)
- Healthy Tasmania Five-Year Strategic Plan 2022-26 (Department of Health and Human Services, 2022)
- Joint Select Committee Inquiry Into Preventative Health Report (Parliament of Tasmania, 2016)
- Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (Heart Foundation, 2016)
- Tasmania’s Walking and Cycling for Active Transport Strategy 2011-2021 (Department of Infrastructure, 2010)
- Hobart City Deal (Commonwealth of Australia, 2019)
- The Southern Tasmanian Regional Land Use Strategy (STRLUS) 2010-2035 – Regional Policies 10, 11, 13, 18 and 19 (State Planning Office, 2010)

National²

- National Preventative Health Strategy 2021-30 (Department of Health, 2021)
- National Obesity Strategy 2022-32 (Commonwealth of Australia, 2022)
- Getting Australia Active III – a Systems Approach to Physical Activity for Policy Makers (Bellew et al., 2020)
- National Heart Foundation - Blueprint for an Active Australia (National Heart Foundation of Australia, 2019)
- National Heart Foundation – Healthy Active by Design (National Heart Foundation of Australia, 2017a)

International

- Global Action Plan on Physical Activity 2018-30 (World Health Organization, 2018)
- International Society for Physical Activity and Health- Eight Investments that Work for Physical Activity (International Society for Physical Activity and Health, 2020)
- United Nations Sustainable Development Goals (UN General Assembly, October 2015)

² There is no **National Physical Activity Plan** to provide an overarching framework for addressing physical inactivity and guide future action. In 2020, the Australian Prevention Partnership Centre published [Getting Australia Active III : A systems approach to physical activity for policy makers](#) which identifies eight key areas for action to address physical inactivity. This serves as a guide for policy makers in Australia in the absence of a national plan.

Draft – Discussion Paper
Tasmania's Planning System –
Opportunities for Health and Wellbeing



Tasmanian Active Living Coalition

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I. Introduction

The Built Environment and Health and Wellbeing

The design of the built environment has typically not included the consideration of health and wellbeing outcomes. Factors such as the return on investment and provision of road networks has often characterised urban developments. The growth of these developments has often been out of step with public transport options, local employment and more generally the concept of the '20-minute neighbourhood'. The location of affordable homes on the outskirts of metropolitan areas without the provision of alternative transport options has seen an increase in private vehicle usage for work and other necessities. While the impact of rapid development on systems such as transport is well documented, the impact on health and wellbeing is less well known. Work is being undertaken to develop a greater understanding of the impact planning systems have on health and wellbeing outcomes and this paper outlines key knowledge and recommendations in a Tasmanian context.

The Healthy Tasmania Five Year Strategic Plan advocated for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations.. The plan identified transport and the creation of environments which support people to make healthier choices as key focus areas. The second *Healthy Tasmania Plan* will focus on systems and supporting active living initiatives. This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which included the goal to 'Create built and natural environments that enable and encourage physical activity'. The Built Environment Working Group of the Premier's Physical Activity Council worked directly towards this purpose.

The highly respected medical journal *The Lancet* published a series on 'Urban design and transport to promote healthy lives' in 2016, providing further recognition of the importance of the built environment for active living. This series defined the built environment features that increase activity. The series recommended creating compact cities that locate shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places¹. There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities².

¹ Goenka S, Anderson L Urban Design and transport to promote healthy lives, *The Lancet*, Vol 388, Issue 10062, Dec 2016

² : Bellew B, Nau T, Smith B, Bauman A (Eds.) *Getting Australia Active III: A systems approach to physical activity for policy makers*. Sydney, Australia. The Australian Prevention Partnership Centre and The University of Sydney. April 2020

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. As noted by the Heart Foundation's *Healthy Active by Design* framework 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative. These principles can be applied no matter what the scale, in metropolitan or regional contexts, from neighbourhoods in regional, rural and remote communities to large scale centres'.

The recently re-signed Healthy Tasmania Statement supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces. The Tasmania Statement creates an authorising environment for the Premier's Health and Wellbeing Advisory Council ('the Council') to support health and wellbeing considerations within the planning scheme.

The COVID-19 pandemic has required people to stay close to home, highlighting the importance of improving understanding of how the built environment can support health and wellbeing. This provides a unique opportunity for groups such as the Tasmanian Active Living Coalition (TALC) to leverage off the greater awareness of the benefits of supportive environments.

This paper was produced upon request from the Council but it has also been made available to TALC members for general use.

The Built Environment and Physical Activity

Physical activity is a core health behaviour of interest to TALC, and hence is the focus of this discussion paper. Physical activity is fundamental for good physical and mental health and wellbeing. Physical activity can help prevent heart disease, type 2 diabetes, numerous cancers, dementia, weight gain, gestational diabetes, and anxiety and depression. Being physically active improves sleep and improves brain function at all ages. Despite this, almost half of all Tasmanians aged 18 and over do not do enough physical activity for good health. Tasmania is below the national average and is ranked sixth out of the eight states and territories.

There are many reasons why people are not active enough. At a population level, the environments where people live, work and play (the built environment) can have a significant impact on physical activity levels. Towns and cities, neighbourhoods, public spaces and places, shopping areas and town and neighbourhood centres designed appropriately for all stages of life can result in increased physical activity levels. For example, designing neighbourhoods which offer public transport reduces private vehicle use and results in more active communities. Places that are supportive of walking and cycling have well designed streets (including footpaths

for all ages and abilities), street connectivity, mixed density, and mixed land use. People walk more if they perceive streets are safe and aesthetically pleasing³.

Key national frameworks (*Getting Australia Active III: A systems approach to physical activity for policy makers*; the Heart Foundation's *Blueprint for an Active Australia*) and international frameworks (World Health Organisation's *Global Action Plan for Physical Activity*) highlight the importance of the built environment, including urban and transport planning, walking and cycling infrastructure, public open spaces and recreational spaces, on health outcomes.⁴

2. Aims

The three key aims of this discussion paper are to:

1. Provide an overview of the Tasmanian planning system and how it relates to health and wellbeing.
2. Highlight planning system gaps and barriers to improving the health and wellbeing of Tasmanians.
3. Identify opportunities through planning system reform to improve the health and wellbeing of Tasmanians.

³ Jerome R, J Rozek J, Villanueva K, Gunn I, Giles-Corti B. Evidence supporting the health benefits of Movement Networks. National Heart Foundation of Australia 2021

⁴ Bellew B, Nau T, Smith B, Bauman A (Eds.) *Getting Australia Active III: A systems approach to physical activity for policy makers*. Sydney, Australia. The Australian Prevention Partnership Centre and The University of Sydney. April 2020

3. Impediments and Actions

Prepared by Rob Nolan, Planning Institute of Australia Tasmanian division

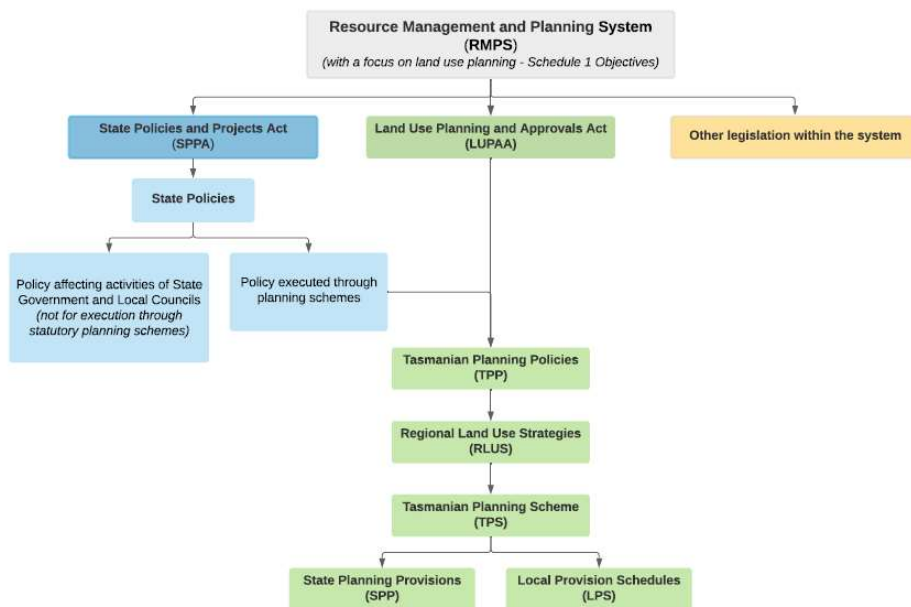
Overview

A first principle is that planning (or town planning) has through the ages been rooted in health improvement and wellbeing with legislation to support activism for healthier built environments. The current Tasmanian planning system is the Resource Management and Planning System (RMPS). The RMPS was primarily introduced through 1993 legislation that captured many existing and new Acts⁵ under a common set of objectives being the 'Objectives of the Resource Management and Planning System of Tasmania'. These objectives are predominately contained in Schedule 1 of each Act and are based on sustainable development, defined in legislation as:

'managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their *health and safety* while –

- (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and
- (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and
- (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.'

⁵ comprises some 19 pieces of legislation



The Planning System and Health and Wellbeing

The planning system offers opportunities to improve population health and wellbeing outcomes that remain to be fully realised.

Specific legislative authority that enables a health and wellbeing focus on the built environment can be found in:

- RMPS objectives – based on sustainable development defined with reference to ‘*cultural wellbeing and health and safety*’.
- *Land Use Planning and Approvals Act 1993 (LUPAA), Schedule 1, part 2 - ‘Objectives of the Planning Process Established by this Act’.*
 - *sub clause (f): to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation.*
- **S.12B – contents of Tasmanian Planning Policies.**
 - (2)(c) liveability, health and wellbeing of the community.

Commented [HRJ1]: Check with Rob on the hierarchy and source

Planning System Instruments for Health and Wellbeing Intervention for the Built Environment

There are three key planning system instruments that can influence the built environment to improve population health and wellbeing outcomes.

State Policy and Projects Act 1993

Under the Premier, this Act provides for the making of Tasmanian Sustainable Development Policies (State Policies) that apply to the activities of State Government and Councils. State Policies may direct policy and desired outcomes or indirectly give effect to policy through the provisions in planning schemes. In this way a State Policy can be a critical element for pursuing health and wellbeing outcomes. The *State Policy and Projects Act 1993* also provides for 'State of the Environment Reporting'. State of Environment Reporting (SOE) can be a valuable reference for monitoring outcomes of health and wellbeing policies. It has been many years since a State Policy was made with the most recent being the 2009 *State Policy on the Protection of Agricultural Land*. The most recent SOE report was also in 2009.

Land Use Planning and Approvals Act 1993

Under the Minister for Planning, this Act provides for Tasmanian planning policies, regional land use strategies, planning schemes, and through planning schemes the regulation framework for use and development and the granting of permits.

Tasmanian Planning Policies

Tasmanian Planning Policies are being prepared with public involvement and are intended for release in 2022. In comparison to the wide scope afforded State Policies, the Tasmanian Planning policies limit their scope to affecting the content of regional land use strategies and planning schemes. Tasmanian Planning Policies therefore provide a contemporary mechanism for embedding health and wellbeing policy in the built environment through the regional strategies and planning schemes. At the applied level, Tasmanian Planning Policies will work to set standards for the regulation of use and development.

Regional Land Use Strategies

Regional land use strategies exist for the three Tasmanian regions (south, north, northwest). They are due for review by the State Government after completion of the making of the Tasmanian Planning Policies. Planning schemes must be consistent with the regional strategies.

Planning Schemes

The completed Tasmanian Planning Scheme will comprise the State Planning Provisions, common to all planning schemes, and local provisions schedules that provide content relevant to individual municipalities. The planning scheme is required to embody all the policies and interests of State Government and Councils into a statutory framework that is applied to the assessment of applications for permits to change the use of land or develop land.

Local Government (*Building and Miscellaneous Provisions*) Act 1993

Although not part of the RMPS, this Act has the provisions for taking public open space and littoral (coastal) and riparian (edge of river) reserves. Public open space and coastal and river reserves are critical for recreation and conservation. The merit of local public parks and reserves came to the forefront during the COVID-19 pandemic when travel for recreation was severely restricted. The provisions in legislation for public reserves has been neglected since 1993. The legislation has been proposed for replacement since 1993. In their current state, the legislated provisions for the taking of public open space and reserves do not maximise the positive influence these assets could have on population health and wellbeing.

Planning System Guidelines and Directives for the Built Environment

Planning system guidelines and directives affecting elements of the built environment which impact on health and wellbeing are extensive. They include:

Planning Directive No.4.1 – Standards for Residential Development in the General Residential Zone.

This planning directive sets out the planning standards for houses covering matters such as housing density, building envelopes and boundary setbacks, the provision of private open space, building orientation and overshadowing. Although the planning directive covered some aspects of streetscape (eg fencing) it made no mention of the design of streets which is the critical component of the residential built environment. The General Residential Zone is where most of the housing activity happens in Tasmania. The standards in the Planning Directive have now been incorporated into the State Planning Provisions.

LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings 2020.

The subdivision guidelines and standard drawings apply to participating Tasmanian councils and prepared in conjunction with the Institute of Public Works Engineering Australia. The standard drawings provide detailed

design of roads and in-road infrastructure. These guidelines tend to focus on motor vehicles with minimum regard for active travel and lead to a repetitive standard of roads in subdivisions.

Positive Provision Policy for cycling infrastructure Tasmania 2013

The policy places onus on the State road authority to show why cycling infrastructure should not be provided on State roads as opposed to having to justify its provision.

Planning System Opportunities for Improving the Built Environment for Health and Wellbeing

There are five key opportunities for advocacy within the planning system to improve the built environment so that it better supports health and wellbeing: State Policy, Tasmanian State Coastal Policy, Tasmanian Planning Policies, Regional land use strategies, and the Tasmanian Planning Scheme.

1 State Policy

Advocate for the making of a State Policy with a focus on health and wellbeing and the built environment that affects the activities of State Government and councils (for example, see the [National Heart Foundation, Tasmania Draft for a State Policy for Healthy Spaces and Places](#)).

Commented [KM2]: Bek - instead of hyperlinking this (as will be a hardcopy doc) can we include as an appendix?
https://www.heartfoundation.org.au/getmedia/34374494-1f3d-4479-85fa-8a8e55c05afb/DRAFT_for_a_State_Policy_for_Healthy_Spaces_and_Places_2019.pdf

2 Tasmanian State Coastal Policy 1996

Advocate for amendments to the Policy to cover the provision and management of littoral and riparian reserves for their contribution as key components for active living. This should also include policies providing contemporary responses to climate change, sea level and storm surge all of which have health and wellbeing implications.

3 Tasmanian Planning Policies

Contribute to the preparation of the policies for a focus on health and wellbeing and the built environment that directly affect the content of regional land use strategies and planning schemes.

4 Regional land use strategies

Contribute to the review of the regional land use strategies for a sharper focus on health and wellbeing through strategies for the structure of cities and towns, the provision of public open space and reserves and the transportation networks.

5 Tasmanian Planning Scheme

Contribute to the review of the State Planning Provisions for a sharper focus on health and wellbeing outcomes through amendments to the use and development standards for the zones and codes.

Issues and Actions for Health and Wellbeing

The following provides some examples of issues and specific actions for better health and wellbeing with a focus on the State Planning Provisions of the Tasmanian Planning Scheme.

General

State Planning Provisions – Purpose and Objective Statements

Issues:

- Prepared in a policy vacuum on health and wellbeing outcomes.
- No reference to health.
- No reference to wellbeing.
- No reference to mental health.

Actions:

- **CI 2.1** include a statement of outcomes within the framework of the RMPS objectives with specific reference to health and wellbeing.
- Include in the purpose and the objectives for each zone, use standard, development standard and code the desired health and wellbeing outcome from the implementation of the specific provision.

Commented [KM3]: What is this referencing – can we spell it out? Might need to check with Rob

Active Living

Issues:

- Loss of 'public' in open space.
- Public open space being viewed as a tradable commodity.
- Loss of favour of small parks in preference for mega structures (theme parks mainly accessed by car).
- Lost legislation requiring the provision of riparian and littoral reserves.
- Planning lacking for lifecycle changes in neighbourhoods (i.e., differing requirements as residents age and young families replace).
- Limited strategic planning for public open space.

Actions Within the State Planning Provisions for Active Living

- Insert use and development standards that focus on community led housing models for increasing residential density.
- Include standards for the provision of public open space and littoral and riparian reserves.
- Leverage off opportunity of COVID with a renewed interest in local parks and recreation locally.

Active Travel

Issues:

- Lack of provisions/design guidelines for streets that are inclusive for all users.
- Permeability, limited connectivity of streets, dead end culs-de-sac and paths.
- Regulations preventing narrow streets, zero setbacks, shop top housing, main street shopping.
- *LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings 2020* that are not helpful for active travel where they intrude on planning and design for streets rather the keeping to a focus on engineering detail.

Actions Within the State Planning Provisions for Active Travel:

- Resolve the confusing provisions over streets and roads.
- Remove the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.
- Insert a streets code that supports active travel through provisions that include standards for footpaths suitable for walking and requirements for safe cycling infrastructure.
- Revise the *Parking and Sustainable Transport Code* to comprehensively treat 'sustainable transport' as a component of active travel.
- Through LGAT and Institute of Public Works Engineering Australia revise the *Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings* to delete aspects of the guidelines that intrude on planning and design of streets that have limited regard for active travel and to confine their content to engineering detail.

Food Security

While food security is considered a critical component of health and wellbeing, it is not directly within the remit of TALC.

Issues:

- Non-food related use and development intruding on agricultural activities including fettering those activities.
- State Planning Provisions that prohibit urban farming (qualified agricultural use in the resource development use class).
- Application of the *State Policy on the Protection of Agricultural Land 2009* limited to land not previously zoned for another use.
- Opportunity for policy and guidelines relating to competing land uses for reasons of community health (eg fast food outlets close to schools).

Actions:

- Review and amend the *State Planning Provisions* where they prohibit urban farming (qualified agricultural use in the resource development use class).
- Review the application of the *State Policy on the Protection of Agricultural Land 2009* to contemporary policies on food security and application of the policy to protect agricultural land in the peri-urban areas.

Mental Health and Wellbeing

This section is under development.

4. The Tasmanian Planning System in Practice – a Case Study

Prepared by David Allingham, Manager, Development Services, Brighton Council

Brighton Council is on the northern fringe of Greater Hobart. Brighton Council's population is expected to grow by 33 per cent to 2042, which is the fastest growing Council in percentage terms across Tasmania.

The suburbs of Bridgewater, Gagebrook, and Herdsmans Cove are characterised by poorly designed and disconnected public housing suburbs with an under-developed public realm. Recently, Housing Tasmania have contracted Community Housing Provider, Centacare Evolve Housing, to build hundreds more social housing units in these suburbs placing more people with complex needs in an area without supporting infrastructure.

With rapid growth in public and private housing, Brighton Council needs a planning system that delivers a high-quality built environment and the social infrastructure needed to provide communities with good liveability and health and wellbeing outcomes.

In April 2021, Brighton Council became the third Council in Tasmania to operate under the Tasmanian Planning Scheme (TPS). All Tasmanian Councils will operate under the TPS in the coming months.

The Manager of Development Services of Brighton Council is responsible for both statutory and strategic planning. A typical week involves the statutory planning team reviewing current Development Applications.

Planning staff express frustration that the State Planning Provisions (SPPs) do not have the tools to deliver good liveability and health and wellbeing outcomes compared to the Interim Planning Schemes (in place from 2015-2021). These small changes have important implications for how residential settlements are built. This is particularly pertinent for Brighton Council where mainly social and affordable housing is being built and developers are trying to build low-cost housing, particularly multiple dwelling units.

Site and Building Design

Having access to sunlight, outdoor areas and quality green space is critical for health and wellbeing in the home. This has become increasingly important during restrictions in response to the COVID-19 pandemic. Yet broadly, design standards have been removed from the State Planning Provisions, for example:

- There are no requirements for north facing windows.
- There are no requirements for private open space to be accessed directly from living areas.
- There are no requirements for landscaping.

Subdivision Design

Well-designed subdivisions are critical to active living and active travel. Compact neighbourhoods, provision of housing choice and diversity, way-finding and public open space are critical for promoting access to services and active living. Well designed neighbourhoods that provide opportunities for healthy living have become increasingly more important during the COVID-19 pandemic. Many subdivision standards that provide health and wellbeing outcomes have been removed from the State Planning Provisions, for example:

- The Southern Tasmanian Regional Land Use Strategy (STRLUS) sets a target of 15 dwellings per hectare. This was an objective in the General Residential Zone standards in interim schemes, as was promotion of higher densities closer to services, facilities and public transport corridors and planning controls to achieve this.
- The SPPs provide no density targets and no standards to require higher densities closer to services (minimum lot size of 450m² and no maximum lot size). For example, a developer could be advised by a real estate agent that 700m² lots are selling best and therefore deliver only lots at this size (approximately 10 dwelling per hectare).
- Ways and Public Open Space requirements have been removed from State Planning Provisions. Interim schemes had provisions for the provision of high-quality open space and way-finding. This now falls back to the *Local Government (Building and Miscellaneous) Act 1993* individual Council Policies, which lacks consistency and transparency for stakeholders. It is far clearer for developers and Councils to have public open space requirements as a subdivision standard in the planning scheme.

Key actions could address these issues:

- Re-instate design standards as per the Interim Planning Schemes the above into the Residential Zones in the State Planning Provisions.
- Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.

Urban Greening

Another issue that is consistently raised by planning staff is the lack of opportunities to encourage green infrastructure under the SPPs. Brighton Council has a *Greening Brighton Strategy* which aims to increase trees across Brighton's urban areas through strategic tree planting, including in private developments and subdivisions.

However, implementation of the *Greening Brighton Strategy* under the SPPs is extremely difficult, given they do not promote urban greening at all. There are no landscaping requirements for units, commercial developments, streets or vegetation retention (except if priority vegetation).

To address the failings of the SPPs, Council tried to introduce a Landscaping Specific Area Plan as part of its Local Provisions Schedule (LPS) for the TPS, but it was rejected by the Tasmanian Planning Commission (TPC).

Urban green spaces, such as parks, playgrounds, and residential greenery, can promote mental and physical health, and reduce morbidity and mortality in urban residents by providing psychological relaxation and stress alleviation, stimulating social cohesion, supporting physical activity, and reducing exposure to air pollutants, noise and excessive heat.

Key action that could address this issue:

- The State Planning Provisions need landscaping requirements for multiple dwellings and commercial and industrial use and require street trees in new subdivisions.

Multiple Dwelling Units

Brighton Council is seeing a significant increase in multiple dwelling units on large sites as opposed to subdivisions. It can be assumed that in part this is to do with avoiding public open space contribution fees and other subdivision costs (eg utility connections). Multiple dwelling units are generally smaller and have less private open space thus increasing demand for quality public open space provision. Multiple dwelling units are also often inward facing and have poor passive surveillance to street frontages. They have no public land and when developed on larger sites often block potential connectivity to surrounding land. Body Corporates can be problematic on larger sites and include ongoing costs for the owner that are effectively passed on by the developer in choosing strata over subdivision.

Key action that could address this issue:

- Standards in the State Planning Provisions are needed which encourage subdivision instead of strata where possible and ensure there is equity in public open space contributions, improved passive surveillance and connectivity.

Infrastructure Contributions

Trunk infrastructure provides critical services for communities, and usually includes:

- Transport (e.g., roads, pathways, ferry terminals and bus stops).
- Stormwater (e.g., pipes and water quality treatment devices).
- Water supply and wastewater (e.g., reservoirs, pipes and sewage treatment plants).
- Public parks (e.g., parks and sporting facilities).
- Land for community facilities (e.g., land for libraries and community centres).
- Other infrastructure depending on the area.

Fragmented land ownership and the significant cost of trunk infrastructure means it may not be feasible for any one developer, landowner, or government entity to fund the trunk infrastructure required to service the area. In other jurisdictions there are infrastructure contributions frameworks that provide for the cost of trunk infrastructure to be shared equitably between the users of the infrastructure based on forward planning (eg structure plans). Currently there is no infrastructure contributions framework in Tasmania. In the absence of an infrastructure contributions framework, it is generally a 'first user pays' system, which is costly and inequitable. There is a reluctance for first movers to invest in liveability elements if they are paying for utility infrastructure that will benefit future developers. There is also a lack of forward planning about what social infrastructure is needed in existing and greenfield development areas.

Key action that could address this issue:

- Creating a State Government Infrastructure Policy would lead to more equitable infrastructure costs, greater certainty, and better infrastructure outcomes, including social infrastructure.

Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS)

Council is required to regularly meet with developers or elected members about issues with the outdated STRLUS. The STRLUS is a 'broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania over the next 25 years'⁶. STRLUS was declared in 2011 and has not been updated since. The STRLUS uses data from the 2006 ABS Census and therefore does not capture significant changes in the region in the intervening years (eg the opening of MONA).

Council regularly meets with stakeholders about the need to extend the urban growth boundary to allow more development on the urban fringe. Whether or not this is appropriate is unknown because there is a lack of recent data about supply and demand for housing.

Section 5A(6) of LUPAA requires that 'The Minister must keep all regional land use strategies under regular and periodic review.' In the last 10 years the regional land use strategies have not had a comprehensive review.

The STRLUS also has a suite of policies that promoted health and well-being were being implemented through the interim planning schemes. For example, Policy ROS 1.6 is to 'Ensure subdivision and development is consistent with principles outlined in *Healthy by Design: A Guide to Planning and Designing Environments for Active Living in Tasmania*'. However, these policies are not being implemented through the SPPs.

⁶ STRLUS page 1

Key actions could address these issues:

- Amend LUPAA to require the Minister review the regional land use strategies at least every five years.
- Review the regional land use strategies as a matter of urgency.

DRAFT

5. Opportunities for Action

Creating environments that support health and wellbeing through active living and active travel is challenging and requires collaboration across multiple agencies and authorities but has the potential to have significant population health impacts. This paper has described the relationship between the built environment and health and wellbeing, provided an overview of the Tasmanian Planning System, and highlighted opportunities for where the planning system could better and more equitably support the health and wellbeing of Tasmanians, with a particular focus on the link with physical activity.

Through the *Tasmanian Government's Planning Reforms Work Program 2021-2024* (see Attachment 1), there are many opportunities to shape planning system policies. As planning reform occurs over many years, bodies such as the Council and TALC must ensure that health and wellbeing remains a priority in these processes. Key opportunities within, and outside of the planning reform process that could be leveraged are detailed below.

Opportunities Within the Tasmanian Government's Planning Reform Agenda

1. Tasmanian Planning Policies

- 1.1. Define in submission(s) to the Government the meaning and application of the requirements for 'liveability, health and wellbeing in the community' (LUPAA s.12B(2)(c)) during the coming period of policy preparation.
- 1.2. Advocate for health and wellbeing policies on land subdivision setting, residential/lot density, and public open space, and a policy preference for separate lots rather than strata.

2. Regional land use strategies

- 2.1. Contribute to the review of the regional land use strategies for a sharper focus on health and wellbeing through strategies for the structure of cities and towns, density of residential development, the provision of public open space and reserves, and transportation networks.
- 2.2. Advocate for short-term fixes to the STRLUS (and presumably the northern and northwest coast strategies) to emphasise the application of health and wellbeing policies.
- 2.3. Advocate for the need for timely reviews of the regional land use strategies including shorter legislated time frames.

3. Tasmanian Planning Scheme (State Planning Provisions) – advocate for

- 3.1. Clause 2.1 purpose to state how the RMPS objectives give effect to health and wellbeing.
- 3.2. Inclusion in the purpose and the objectives for each zone, use standard, development standard, and code the desired health and wellbeing outcomes from the implementation of the specific provision.

- 3.3. Insertion of use and development standards that focus on community led housing models for increasing residential density derived from a review of Planning Directive No.4.1. The review to have specific reference to aspects of design standards for liveability including sun aspect, private open space, and landscaping.
- 3.4. Inclusion of standards for the provision of public open space and littoral (coastal) and riparian (edge of river) reserves.
- 3.5. Resolution of the confusing provisions over streets and roads.
- 3.6. Removal of the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.
- 3.7. Insertion of a streets code that supports active travel through provisions that include standards for footpaths suitable for walking, requirements for safe cycling infrastructure, and landscaping.
- 3.8. Revision of the Parking and Sustainable Transport Code to comprehensively treat sustainable transport as a component of active travel.
- 3.9. Revision and amendment of the use and development provisions where they prohibit urban farming (qualified agricultural use in the resource development use class).

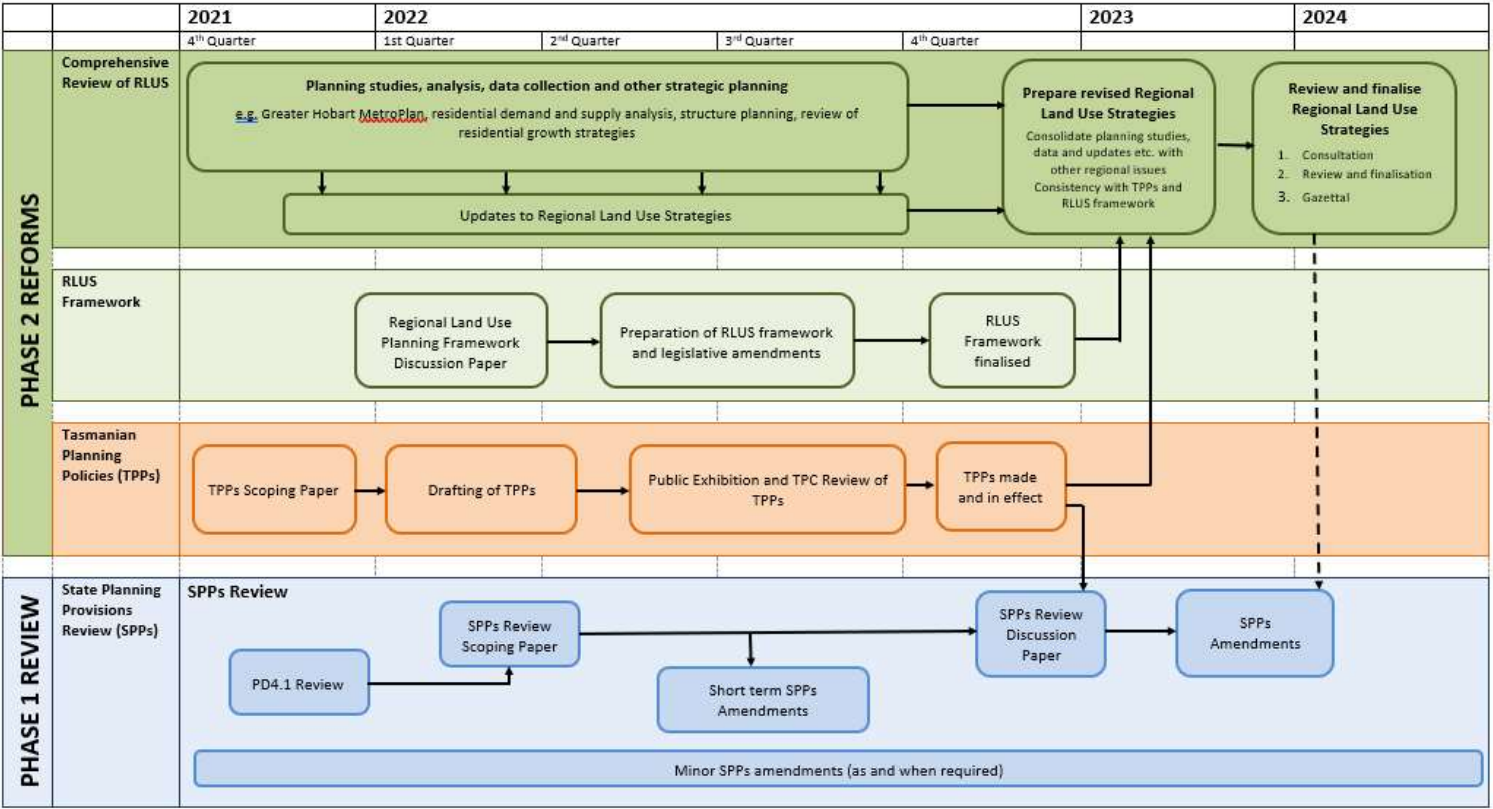
Opportunities Outside the Tasmanian Government's Planning Reform Agenda

4. State Policies – advocate for

- 4.1. The creation of a State Policy on health, wellbeing and the built environment.
- 4.2. Amendments to the *Tasmanian State Coastal Policy 1996* to cover the provision and management of littoral (coastal) and riparian (edge of river) reserves and to provide contemporary responses to climate change, sea level, and storm surge.
- 4.3. A State Government Infrastructure State Policy on physical and social infrastructure, equitable infrastructure costs and contributions, greater certainty, and better infrastructure outcomes.
- 4.4. State of the Environment Reporting for the evaluation and monitoring of health and wellbeing policies.
- 4.5. Amendment to the *Local Government (Building and Miscellaneous Provisions) Act 1993*, or alternative legislation, providing for the taking of public open space and littoral (coastal) and riparian (edge of river) reserves.
- 4.6. Amendments to the LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings 2020 to provide for active travel for components of the documents that concern the design of streets and to have those aspects concerning the design of streets removed.
- 4.7. A review of the application of the State Policy on the Protection of Agricultural Land 2009 for contemporary policies on food security and application of the policy to protect agricultural land in the peri-urban areas.

Commented [HRJ4]: Conclusion needs to be written.

PHASE 2 PLANNING REFORMS WORK PROGRAM
(indicative timeframes only)



Tasmanian Active Living Coalition

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To the State Planning Office

Subject: State Planning Provisions Review

Thank you for the opportunity to provide feedback on phase one of the State Planning Provisions Review. On behalf of members of the Tasmanian Active Living Coalition please find a consultation submission attached in response to the State Planning Provisions Review Scoping Paper.

The Tasmanian Active Living Coalition works together to influence and inform policies, decisions and strategies that encourage the creation of active living environments, food security and social inclusion that benefit health and wellbeing.

Yours sincerely

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Date: 14 November 2025

Tasmanian Active Living Coalition

Submission to State Planning Provisions Review

Phase I – Scoping Paper



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Introduction

The Tasmanian Active Living Coalition (TALC) welcomes the opportunity to submit feedback to the State Planning Provisions (SPPs) Review Scoping Paper under phase one of the review process.

The objective of TALC's submission is to embed health and wellbeing in the SPPs and the future Tasmanian Planning Policies. TALC proposes this can be achieved by putting a 'health in all policies' lens on the SPPs and including improved or additional provisions that support and promote active living, access to open space, food security and social inclusion.

In late 2021, TALC was commissioned to provide a discussion paper to the Premier's Health and Wellbeing Advisory Committee - *Tasmania's Planning System – Opportunities for Health and Wellbeing*. A number of key issues with Tasmania's State Planning Provisions were raised in this discussion paper and have been included in this submission.

The rationale and supporting evidence for the recommended amendments is detailed throughout the submission with a reference list attached. Individual TALC members have contributed to this submission and may have also made separate submissions on behalf of their organisations.

This submission has been approved by TALC's Chair and endorsed by TALC's membership.

About the Tasmanian Active Living Coalition

TALC is an independent, not-for-profit coalition made up of representatives from a broad range of non-Government and Government organisations with an interest in active living.

TALC members work together to influence and inform policies, decisions and strategies that encourage the creation of active living environments.

TALC's aim is to lead, support and promote the creation of environments supporting active living, and to add value by providing a mechanism for an integrated approach and potentially drive behaviour change in relation to active living.

TALC's purpose is to:

- translate evidence into policy and practice;
- build on existing partnerships and develop new partnerships as required;
- raise the profile of active living;
- support, advise and advocate for improvements in the built and natural urban environments including improved access to our parks and open spaces; and
- highlight the importance the built and natural urban environments play in active living.

The principal interest of TALC is for the SPPs to enhance (and not hinder) active living (including physical activity and active transport) and access to healthy food for community health and wellbeing.

Therefore TALC advocates to have *health and wellbeing* as priority outcomes from land use planning as regulated through the Tasmanian Planning System.

Definitions

The following terms included in this submission are defined as

Active living - a way of life that integrates physical activity into daily routines (1).

Active travel - travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day (1).

Built environment - the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features (2).

Food security - the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical) (1).

Health - a state of complete physical, mental and social wellbeing and not merely the absence of disease (3).

Liveability - a livable community is one that is safe, socially cohesive, inclusive and environmentally sustainable. Highly liveable areas provide affordable housing that is well serviced by public transport, walking and cycling infrastructure (4). They have good access to employment, education, shops and services, POSs, and social, cultural and recreational facilities (4).

Physical activity - any bodily movement produced by skeletal muscles that requires energy expenditure encompassing all movement during leisure time, for transport to get to and from places, or as part of a person's work (5).

Social inclusion – is a term used to describe how government, community, business, services and individuals can work together to make sure that all people have the best opportunities to enjoy life and do well in society. It is about making sure that no one is left out or forgotten in our community (6).

Wellbeing – mental health is a state in which an individual can realise their own potential cope with normal stresses, work productively and contribute to their community (3)¹.

¹ TALC acknowledges that Tasmania will likely develop its own definition of wellbeing as part of the development of Tasmanian Health and Wellbeing Framework.

Active Living Overview

The SPPs are a key mechanism for applying healthy planning principles to the built environment in Tasmania to create liveable locations which promote physical activity, healthy eating and social connection. TALC provides the following overview of key aspects of active living which are directly related to implementation of the SPPs.

The Built Environment

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. A series in *The Lancet*, one of the top-ranking medical journals in the world, *Urban Design and Transport to Promote Healthy Lives* recognises the importance of the built environment for active living (7). The series recommends creating compact cities that locate shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places (7). The Heart Foundation of Australia's *Healthy Active by Design* framework (2) notes 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative' (2).

There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities (7).

Physical Activity

Physical activity is fundamental for good physical and mental health and wellbeing. Physical activity can help prevent heart disease, type two diabetes, numerous cancers, dementia, weight gain, gestational diabetes, and anxiety and depression (8). Being physically active improves sleep and improves brain function at all ages (8).

Despite this, almost half of all Tasmanians aged 18 and over do not do enough physical activity for good health (9). Tasmania is below the national average and is ranked sixth out of the eight states and territories (9).

The International Society for Physical Activity and Health outline eight investments that work to address physical inactivity (10). The eight investment areas are the evidence-based domains where Governments and organisations can get the best return on investment to improve health and wellbeing through increasing physical activity. Of the eight identified domains, those that can be directly influenced by the SPPs include: active transport, active urban design and workplaces (10).

The Heart Foundation's *Blueprint for an Active Australia* states 'reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity' (11).

Liveability

The Heart Foundation's 2020-21 What Australia Wants survey measured community sentiment around qualities of active neighbourhoods and support for initiatives to increase infrastructure for physical activity in and around neighbourhoods (12). Tasmanians expressed a desire to live close to shops and amenities, and in a safe area that is quiet/away from main roads. Tasmanians prioritise access to healthy food, housing diversity and a sense of place (that is, safety, community, natural elements as the most important design features) (12). The report noted that 'a lower proportion of Tasmanians believe their neighbourhood helps them to be active (75 per cent compared to a national average of 80 per cent)' (12). Compared with other jurisdictions, a sense of community was rated lower – with only 58 per cent scoring it as good/excellent – below items such as quality of sports facilities and footpaths (12). These results highlight that liveability, access to healthy food and local physical activity opportunities are important to Tasmanians. However, the results also indicate that these attributes are not always accessible to Tasmanians and should be embedded within the planning system.

In 2021, Place Score ran the Australian Liveability Census, the largest social research project in Australia which included 3 200 records gathered from community members in Tasmania (13). The census explored what was most important in terms of neighbourhood liveability and current performance (13). Ideas for improving local neighbourhoods were collected and included improving walkability to local amenities and open spaces (13). Nationally, walking/jogging/bike paths that connect housing to community amenity was selected as being most important to their ideal neighbourhood by 55 per cent of respondents and ranked third most important overall.

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support health and wellbeing. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of liveable built environments supportive of health and wellbeing by embedding these principles with key policy levers such as the SPPs.

Integrated Policies in Active Living

Improving health and wellbeing by supporting Tasmanians to live active lives requires a coordinated approach across government agencies and sectors as called for in the World Health Organization's (WHO) 'Health in All Policies' approach to preventative health (14). In Tasmania, key existing policies which reference active living and are relevant to the SPP review are detailed as follows to provide context and background to the existing policy landscape.

The *Tasmania Statement* supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces (15). The *Tasmania Statement* creates an authorising environment for the Premier's Health and Wellbeing Advisory Council to support health and wellbeing considerations within the planning scheme.

The *Healthy Tasmania Five Year Strategic Plan 2022-26* advocates for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations (16). The plan focuses on systems and supporting active living initiatives (16). This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which aimed to 'create built and natural environments that enable and encourage physical activity' (17).

In 2016, a Parliamentary Select Committee Inquiry into Preventative Health Report outlined key findings and recommendations. The Heart Foundation previously highlighted the report's key findings and recommendations in relation to active living in its 2016 *Representation to the Final Draft State Planning Provisions* as follows (1):

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

(k) The importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.

- a) *Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;*
- b) *Government ensures transport infrastructure planning and policy decisions embody liveability principles; and*
- c) *Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.*

Findings (page 8):

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes.

23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.

Health and wellbeing are embedded in the SPPs under *Schedule 1 Objectives of the Resource Management and Planning System (RMPS)* and specifically the *Land Use Planning and Approvals Act 1993 (LUPAA)* Part 2 Objective (1)(f):

‘To promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation...’

Whilst the SPP Review Scoping Paper is limited specifically to the five-year review of the SPP implementation, it will be important to subsequently review the SPPs for compatibility with Tasmanian Planning Policies currently under review. Examples of how a further detailed review of SPPs might be improved to meet Schedule 1, Part 2 Objective are comprehensively set out in the *Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016* (1).

Summary of Active Living Policies

Tasmanian

Tasmania Statement – Working Together for the Health and Wellbeing of Tasmanians (15)

Healthy Tasmania Five-Year Strategic Plan 2022-26 (16)

Joint Select Committee Inquiry Into Preventative Health Report (18)

Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (1)

Tasmania's Walking and Cycling for Active Transport Strategy 2011-2021 (17)

Hobart City Deal (19)

The Southern Tasmanian Regional Land Use Strategy (STRLUS) 2010-2035 – Regional Policies 10, 11, 13, 18 and 19 (20)

National²

National Preventative Health Strategy 2021-30 (21)

National Obesity Strategy 2022-32 (22)

Getting Australia Active III – a Systems Approach to Physical Activity for Policy Makers (8)

National Heart Foundation - Blueprint for an Active Australia (11)

National Heart Foundation – Healthy Active by Design (2)

International

Global Action Plan on Physical Activity 2018-30 (23)

International Society for Physical Activity and Health- Eight Investments that Work for Physical Activity (10)

United Nations Sustainable Development Goals (24)

² There is no **National Physical Activity Plan** to provide an overarching framework for addressing physical inactivity and guide future action. In 2020, the Australian Prevention Partnership Centre published [Getting Australia Active III : A systems approach to physical activity for policy makers](#) which identifies eight key areas for action to address physical inactivity. This serves as a guide for policy makers in Australia in the absence of a national plan.

TALC Response to Scoping Paper Questions

1. Which parts of the SPPs do you think work well?

No comment.

2. Which parts of the SPPs do you think could be improved?

Health in All Policies

The Parliament of Tasmania *Select Committee Inquiry Into Preventative Health Report* recommended Government ‘adopt a ‘Health in All Policies’ approach to improving the health and wellbeing of Tasmanians’ (18). The SPPs review provides an opportunity to better align the SPPs with a ‘Health in All Policies’ approach.

In a broader policy context, it is important to consider how the Tasmanian Planning Policies will be developed and integrated with current Government initiatives including development of a Sustainability Strategy, Wellbeing Framework and Review of Local Government.

SPP Purpose Statements clause 2.1

Currently, the Planning Scheme Purpose simply refers to the Resource Management Planning System (RMPS) objectives. The SPPs lack statements about desired outcomes, which leave the contents of the SPPs in a policy vacuum. Specifically, they do not currently reference their relationship to population health or wellbeing.

TALC recommends under the SPPs Planning Scheme Purpose clause 2.1 to include a statement of outcomes within the framework of the RMPS objectives with specific reference to health and wellbeing.

Furthermore, TALC recommends inclusion in the purpose and the objectives for each zone, use standards, development standards and codes, the desired health and wellbeing outcomes from the implementation of the specific provision.

The mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing should be explicit. For example, provisions should improve food security, social inclusion the quality of the public realm to optimise walkability, reduce travel distances between locations, improve air quality, safety, comfort, and increase active travel opportunities.

Active Living

The SPPs should focus on active living through the built environment. A key aspect of active living is the provision of public open space (POS). TALC notes the following issues relating to the provision and retention of POS:

- POS being viewed as a tradable commodity since legislation removed the requirement that POS be held in perpetuity;
- A preference away from small neighbourhood parks towards centralised playgrounds (mainly accessed by car);
- Loss of legislation requiring the provision of riparian and littoral reserves, as was the case for pre 1993 legislation;
- Planning lacking for lifecycle changes in neighbourhoods (i.e., differing requirements as residents age and young families replace); and
- Limited strategic planning for POS.

TALC proposes the following actions related to the SPPs which can have a positive impact on active living:

- Leverage off the opportunity of the COVID-19 pandemic with a renewed interest in local parks and recreation locally;
- Review the Local Government of Tasmania (LGAT) *Tasmanian Subdivision Guidelines October 2013* and *Tasmanian Standard Drawings 2020*. These documents should enhance (and not hinder) planning and design for streets which promote active travel, rather than simply focusing on engineering detail; and
- Identify elements of each Regional Land Use Strategy that relate to active living principles and align the SPPs with these. For example, taking the STRLUS, TALC recommends alignment with regional Policies 10, 11, 13, 18 and 19 (11).

TALC recommends the following provisions within the SPPs to improve active living:

- Insert use and development standards focusing on community-led housing models for increasing residential density; and
- Include standards for the provision of POS and littoral and riparian reserves.

Active Travel

TALC recommends the SPPs make specific provisions for streets that are inclusive for all users to improve active travel through:

- Permeability and connectivity of streets and paths, and limiting dead end cul-de-sacs; and

- Reviewing standards that prevent or are averse to varying street widths, alignment etc to suit the street function with reference to public transport, walking and cycling provision, zero building setbacks, shop top housing, and main street shopping.

Climate Change

Key State, National and International policies reference the link between health and wellbeing and climate change. The *Tasmania Statement* refers to climate change and health, stating ‘we need to continue to take practical action on climate change and poverty because they impact on the health and wellbeing of current and future generations of Tasmanians’ (15). Australia is a signatory to the United Nations 2030 Agenda for Sustainable Development which includes 17 Sustainable Development Goals which include addressing climate change (24). The robust research evidence and direct reference in the *Tasmania Statement* create a call to action to consider climate change across all policies and is critically relevant in reviewing the SPPs.

The Medical Journal of Australia’s 2021 report on the health impacts of climate change found that ‘Australians are increasingly exposed to and vulnerable to excess heat and that this is already limiting our way of life, increasing the risk of heat stress during outdoor sports, and decreasing work productivity across a range of sectors’ (25). In addition, the report notes that ‘other weather extremes are also on the rise, resulting in escalating social, economic and health impacts’ (25).

The Heart Foundation’s *Blueprint for an Active Australia* asserts ‘emphasising urban resilience, through inclusive, safe and sustainable design is critical to addressing climate change. Also, the national and international uptake of renewable energy can also help propel a required energy efficiency mode-shift toward more public transport and active transport modes’ (11). *Getting Australia Active III: A systems approach to physical activity for policy makers* highlights the policy co-benefits for active transport and PA including climate change mitigation (8). This policy guide asserts interventions to promote active transport need to be implemented in conjunction with interventions that address the built form and land use to achieve co-benefits of health and climate change mitigation (8).

Throughout this submission, TALC recommends provisions which support active and public transport, urban greening and public open space all of which address the impact of climate change on health and wellbeing (see summary of TALC recommendations numbers 5, 8, 9, 12 and 16). TALC recommends prioritising these provisions which provide contemporary responses to climate change.

3. What improvements do you think should be prioritised?

TALC recommends prioritising improvements supporting:

1. Provision and prioritisation of active travel modes (eg walking, cycling, public transport) and the transport infrastructure that is inclusive for all users;
2. Provision of quality footpaths and cycleway networks;
3. Access to quality POS; parks; playgrounds with shade and shelter;
4. Liveability;
5. Food security;
6. Social inclusion;
7. Climate change; and
8. Workplace health and wellbeing.

4. Are there any requirements that you don't think should be in the SPPs?

No comment.

5. Are there additional requirements that you think should be included in the SPPs?

TALC asserts that compared to the Interim Planning Schemes (in place from 2015-2021), the SPPs do not have the tools to deliver good outcomes for health and wellbeing, liveability, food security, social inclusion, climate change and workplace health and wellbeing. The following additional requirements are proposed as mechanisms for the SPPs to address the priorities outlined under question three.

Site and Building Design

Design standards have been removed from the SPPs around access to sunlight, outdoor areas, and quality green space, which is critical for health and wellbeing in the home. This has become increasingly important during restrictions in response to the COVID-19 pandemic.

TALC recommends reviewing provisions around site and building designs including:

- Requirements for north facing windows;
- Requirements for private open space to be accessed directly from living areas; and
- Requirements for landscaping.

Subdivision Design

Many subdivision standards that provide health and wellbeing outcomes have been removed from the SPPs. Well-designed subdivisions are critical to active living and active travel. Compact neighbourhoods, provision of housing choice and diversity, wayfinding and POS are critical for promoting access to services and active living. Well-designed neighbourhoods that provide opportunities for healthy living have become increasingly more important during the COVID-19 pandemic.

TALC notes the following omissions around subdivision design:

- The STRLUS sets a target of 15 dwellings per hectare. This was an objective in the General Residential Zone standards in interim schemes, as was promotion of higher densities closer to services, facilities and public transport corridors and planning controls to achieve this; and
- The SPPs provide no density targets and no standards to require higher densities closer to services (minimum lot size of 450m² and no maximum lot size). For example, a developer could be advised by a real estate agent that 700m² lots are selling best and therefore deliver only lots at this size (approximately 10 dwelling per hectare).

TALC recommends the following key actions to address these issues:

- Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
- Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.

Public Open Spaces Code

Ways and POS requirements have been removed from the SPPs. Previous interim schemes included provisions for high-quality POS and wayfinding. This now falls to individual Council Policies under the *Local Government (Building and Miscellaneous) Act 1993*, which lacks consistency and transparency for stakeholders. The SPPs offer an opportunity to significantly enhance POS. This can be through improving the value and use of existing POS, such as parks and natural areas, through ensuring they are useable, accessible and have sufficient facilities to encourage maximum utilisation (such as public toilets, seating, play equipment, and shade). There is also opportunity the provision of new POS including parks and natural areas, greenways, landscaping and planting, community gardens, and areas that foster a sense of community whilst providing a greater connection with nature.

POS comprise spaces that are freely accessible to everyone such as streets, squares, parks, natural features, landmarks, building interfaces, green spaces, pedestrian and bike ways, and other outdoor

places (2). POS should not be seen in isolation but in the context of adjacent buildings, its uses and location in a wider network of public and private spaces.

The quality of the POS influences how much time people spend being active or in nature, both of which directly influence health and wellbeing. Public areas that are aesthetically pleasing, safe, clean and comfortable attract people to the area thus leading to increased walking, cycling, and opportunities for social interaction. The Heart Foundation's *Healthy Active by Design* framework reports that residents with a larger neighbourhood parks within 1600 m engage in 150 minutes more recreational walking per week than those with smaller parks (2). Research links physical activity in or near green space to important health outcomes including obesity reduction, lower blood pressure and extended life spans (26). Sufficient provision of POS including parks and reserves, sporting facilities, community gardens and greenways is important in supporting opportunities for being active.

TALC recommends the development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.

Urban Greening

A growing body of evidence demonstrates that urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (11, 26, 27).

TALC notes a lack of opportunities to encourage green infrastructure under the SPPs. TALC's Discussion Paper - *Tasmania's Planning System – Opportunities for Health and Wellbeing* demonstrated difficulties in providing green spaces under the SPPs through a case study of Brighton Council's *Greening Brighton Strategy* (the Strategy). The Strategy aims to increase trees across Brighton's urban areas through strategic tree planting, including in private developments and subdivisions.

Implementation of the Strategy under the SPPs is extremely difficult, given the provisions do not promote urban greening at all. There are no landscaping requirements for units, commercial developments, streets, or vegetation retention (except if priority vegetation). To address the limitations of the SPPs, Council tried to introduce a Landscaping Specific Area Plan as part of its Local Provisions Schedule (LPS), but it was rejected by the Tasmanian Planning Commission. This case study demonstrates the roadblocks created by the SPPs for local government in providing green spaces.

Research indicates that urban greenery including trees, vegetation and green surfaces (eg roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (26). Urban greenery can reduce temperatures by 1- 4 °C (26).

TALC recommends the SPPs include provisions for urban greening such as landscaping requirements for multiple dwellings and commercial or industrial use, street trees, vegetation and green surfaces, and green POS.

Multiple Dwelling Units

Multiple dwelling units are generally smaller and have less private open space thus increasing demand for quality POS provision. Multiple dwelling units are also often inward facing and have poor passive surveillance to street frontages. They have no public land and when developed on larger sites often block potential connectivity to surrounding land. Body Corporates can be problematic on larger sites and include ongoing costs for the owner that are effectively passed on by the developer in choosing strata over subdivision.

A local example of increasing multiple dwelling units can be seen in Brighton Council on large sites as opposed to subdivisions. It can be assumed that in part this is to do with avoiding POS contribution fees and other subdivision costs (eg utility connections). This impacts on the liveability of these residential areas as they lack access to POS, connectivity through active and public transport and reduced passive surveillance.

TALC recommends the SPPs include provisions which encourage subdivision instead of strata where possible and ensure there is equity in dwelling density settings, POS contributions, improved passive surveillance and connectivity.

Social inclusion

The *Joint Select Committee Inquiry Into Preventative Health Report* identified social inclusion as a key social determinant that impacts on health (18). The report highlighted the importance of a focus on implementation of measures increasing social inclusion across all government agencies (18).

The way density is designed should account for the varying needs of different population groups. Designing and locating safe, affordable, well-connected, higher density housing options is important for different age groups to be able to access the housing market appropriate for their lifestyle and situation (28). Providing a diversity of housing options increases the likelihood that people of lower socioeconomic backgrounds have convenient access to public transport, health services, schools and employment opportunities (28). Ensuring people can work close to where they live will provide more equitable access to employment and services.

The quality of the public realm influences whether people feel safe and comfortable in that area as well as opportunities for social interaction, particularly for women and children. Design of the public realm supports social inclusion through taking into account how that space operates during different times of the day, with different demographics using it, and across all seasons of the year (29).

Feeling unsafe in public spaces has a significant impact on whether residents, specifically women, the elderly and young children are prepared to use them. Designing spaces which support activities attract more people and promote the perception that they are orderly and peaceful, can be important for social groups in enhancing active living opportunities, and support overall community liveability (29).

It is important to consider the role of the built environment on mobility limitations and disability to ensure accessible movement networks are created and maintained. This will support older adults to age in place and improve quality of life through the encouragement of participation in physical activity, exposure to the natural environment, and social interaction with friends and neighbours (29).

Access to local opportunities for physical activity for exercise, recreation or active transport supports social inclusion and builds a sense of community connectedness beneficial to health and wellbeing (2, 11). The Heart Foundation's *Healthy Active by Design* resource asserts that 'an essential part of good governance is embedding a socially inclusive and respectful approach to older people into policies and processes' (2). This principle could equally be applied to how the SPPs impact all social determinants of health. The design of the places we live, work and play must be inclusive of all community members.

The SPPs can act as a mechanism to enhance social inclusion by providing safe, affordable, well-connected, higher density housing options, access to public open/green space, safe and enjoyable active travel networks to a variety of destinations with a focus on equity and inclusion (1, 11, 29).

6. Are there any issues that have previously been raised on the SPPs that you agree with or disagree with?

Liveable Streets Code

TALC is aware of and supports the Heart Foundation's previous recommendation of the development of a Liveable Streets Code in their 2016 *Representation to the final draft State Planning Provisions* (1). A Liveable Streets code, or similar, would provide measurable standards to the assessment of permit applications (1).

In addition, a Liveable Streets Code would support active travel through provisions that include standards for footpaths suitable for walking and requirements for safe cycling infrastructure.

Specifically, TALC recommends such a code address the following issues:

- Resolve confusing provisions over streets and roads; and

- Remove the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.

C2.0 Parking and Sustainable Transport Code

Under section C2.0 'general comments' in the *Summary of Issues Previously Raised on the SPPs* document, TALC agrees with the comment that car parking space requirements are excessive and do not encourage other forms of sustainable transport (e.g. public transport and active transport) and impacts on liveability.

TALC recommends revising the Parking and Sustainable Transport Code to comprehensively treat 'sustainable transport' as a component of active travel.

TALC is aware of and supports Bicycle Network Tasmania's recommendations for the provision of bike parking for both visitors and employees, provision of safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.

Workplace health

The Heart Foundation's 'Blueprint for an Active Australia outlines evidence on the importance of being active in the workplace.

The workplace is increasingly being recognised (nationally and internationally) as a priority high reach setting for health behaviour interventions, extending from a labour-based approach to a public health 'healthy workers' approach (11).

In general, a physically active workforce can improve physical and mental health, reduce absenteeism and increase productivity, thereby providing important benefits to individuals and workplaces (11). Workplaces should see the implementation of physical activity programs as a strategic business enhancement opportunity (11).

TALC is aware of and supports the Heart Foundation's previous detailed recommendations related to workplace health in their 2016 *Representation to the final draft State Planning Provisions* (1). The representation asserts that workplaces can 'support increased levels of physical activity through the design of a building's circulation system, encouragement of stair use, the provision of end-of-trip facilities (such a secure bicycle storage and change facilities), and there is convenient and safe access to public transport' (1). In addition, 'safe access to workplaces by active travel is enhanced where buildings provide for natural surveillance of outside spaces and the street' (1).

The SPPs provide a mechanism for supporting healthy workplaces through provisions that address these barriers and enablers to physical activity in the workplace and during commutes. TALC recommends reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (1).

Food Security

Whilst TALC's primary interest in the SPP review is in reference to active living, the importance of a food system that provides access to healthy and affordable food locally is acknowledged. A more-accessible urban environment in which active travel can be used to access healthy local food provides a range of health, wellbeing and environmental benefits (4).

The *Joint Select Committee Inquiry Into Preventative Health Report* specifically references access to food under finding 30 'it is important that people have access to healthy affordable food' (18).

TALC is aware of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (1). Whilst comments to this level of detail are out of scope for this submission, TALC is supportive of the Heart Foundation's food security recommendations.

7. Are there any of the issues summarised in the Review of Tasmania's Residential Development Standards – Issues Paper that you agree or disagree with?

3.2 Planning Directive No. 4.1 and the SPPs

In reference to the revision of prescriptions for north facing windows: TALC recommends this directive is revisited and considered in tandem with other energy efficient aspects of building design. While a north facing window is not a discrete measure of success, it is one element that contributes to energy performance of a dwelling alongside other measures.

4.3 Detailed comments on residential development standards

TALC recommends redrafting of Residential Development Standards to reference open space in relation to access, dimensions, permeable surfaces, green areas, privacy, and solar access. Providing direct access to open space from habitable rooms can encourage biophilic design and connection with nature, enhancing the indoor-outdoor relationship. Incorporating these principles within urban infill environments and higher density residential developments enhance liveability and active living (4).

4.3.6 Standards for garage and carport opening widths

TALC recommends in the case of multiple dwellings and group developments, consideration be given to laneways, rear access, and grouping of driveways to reduce the number of crossings and maximise pedestrian access.

4.3.8 Frontage fences

Fence height and transparency contributes towards crime prevention through environmental design by allowing sightlines between habitable rooms and the street ('eyes on the street') (30). This supports active living through enabling people to transverse public spaces at different times of the day with passive surveillance in turn reducing crime (30).

4.4 Other issues

Tandem or jockey car parking spaces are not supportive of active living unless in a policy environment supportive of electric vehicles. TALC recommends individual parking spaces should be reduced, and public transport and other active forms of travel prioritised.

Summary of TALC recommendations for SPP review

1. Consider how the Tasmanian Planning Policies will be developed and integrated with existing relevant policies and planned policies (eg Sustainability Strategy, Wellbeing Framework and Review of Local Government).
2. Reference health and wellbeing outcomes in the SPPs including:
 - 2.1. Clause 2.1 purpose to state how the RMPS objectives give effect to health and wellbeing.
 - 2.2. Inclusion in the purpose and the objectives for each zone, use standard, development standard, and codes the desired health and wellbeing outcomes from the implementation of the specific provision.
 - 2.3. Detail the mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing.
3. Insert use and development standards focusing on community led housing models for increasing residential density.
4. Include standards for the provision of POS and littoral and riparian reserves.
5. Improve provisions for active transport which provide:
 - 5.1. Permeability and connectivity of streets and paths;
 - 5.2. Limited dead end cul-de-sacs; and
 - 5.3. Varying street widths and alignment to suit the street function.
6. Review provisions around site and building designs including:
 - 6.1. Requirements for north facing windows;
 - 6.2. Requirements for private open space to be accessed directly from living areas; and
 - 6.3. Requirements for landscaping
7. Review of provisions for subdivision design including:
 - 7.1. Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
 - 7.2. Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.
8. Development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.
9. Revise provisions related to urban greenery including:
 - 9.1. Landscaping requirements for multiple dwellings and commercial or industrial use;
 - 9.2. Require street trees in new subdivisions; and
 - 9.3. Provisions for access to open green space.
10. Revise provisions related to multiple dwelling units to:
 - 10.1. Encourage subdivision instead of strata where possible;
 - 10.2. Ensure equity in dwelling density settings;

- 10.3.Ensure POS contributions; and
- 10.4.Improve passive surveillance and connectivity.
- 11. Social Inclusion - consider how the SPPs can promote social inclusion.
- 12. Development of a Liveable Streets Code in line with the Heart Foundation's 2016 *Representation to the final draft State Planning Provisions* (1).
- 13. Review of the Parking and Sustainable Transport Code to:
 - 13.1.Comprehensively treat 'sustainable transport' as a component of active travel; and
 - 13.2.Include provisions for safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.
- 14. Workplace health and wellbeing - reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (1).
- 15. Food security – review of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (1).
- 16. Further review of the Residential Development Standards including:
 - 16.1.provision of POS;
 - 16.2.Provisions for laneways, rear access, and grouping of driveways to maximise pedestrian access in multiple dwellings and group developments;
 - 16.3.Requirements for parking spaces and provisions for secure bicycle parking;
 - 16.4.Provision of north facing windows;
 - 16.5.Consideration of crime prevention through environmental design principles; and
 - 16.6.Prioritising active transport modes and limiting individual car parking spaces.

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Tasmanian Active Living Coalition

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Tasmanian Housing Strategy
Department of Communities Tasmania
GPO Box 65
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ATTN: Tasmanian Housing Strategy

Subject: Tasmanian Housing Strategy Discussion Paper

Thank you for the opportunity to provide feedback on phase one of the Tasmanian Housing Strategy Discussion Paper. On behalf of members of the Tasmanian Active Living Coalition please find a consultation submission attached in response to the Tasmanian Housing Strategy Discussion Paper.

The Tasmanian Active Living Coalition works together to influence and inform policies, decisions and strategies that encourage the creation of active living environments, food security and social inclusion that benefit health and wellbeing.

Yours sincerely

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Date: 14 November 2025

Tasmanian Active Living Coalition

Submission to Tasmanian Housing Strategy

Discussion Paper



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Introduction

The Tasmanian Active Living Coalition (TALC) welcomes the opportunity to submit feedback to the Tasmanian Housing Strategy (THS) Discussion Paper.

The objective of TALC's submission is to embed health and wellbeing in the THS and its implementation. TALC proposes this can be achieved by putting a 'health in all policies' lens on the THS and including policy and plans that support and promote active living, access to open space, food security and social inclusion.

In late 2021, TALC was commissioned to provide a discussion paper to the Premier's Health and Wellbeing Advisory Committee - *Tasmania's Planning System – Opportunities for Health and Wellbeing*. Key issues with Tasmania's State Planning Provisions (SPPs) were raised in this discussion paper and have been included in this submission.

The rationale and supporting evidence for the recommended amendments is detailed throughout the submission with a reference list attached. Individual TALC members have contributed to this submission and may have also made separate submissions on behalf of their organisations.

This submission has been approved by TALC's Chair and endorsed by TALC's membership.

About the Tasmanian Active Living Coalition

TALC is an independent, not-for-profit coalition made up of representatives from a broad range of non-Government and Government organisations with an interest in active living.

TALC members work together to influence and inform policies, decisions and strategies that encourage the creation of active living environments.

TALC's aim is to lead, support and promote the creation of environments supporting active living, and to add value by providing a mechanism for an integrated approach and potentially drive behaviour change in relation to active living.

TALC's purpose is to:

- translate evidence into policy and practice;
- build on existing partnerships and develop new partnerships as required;
- raise the profile of active living;
- support, advise and advocate for improvements in the built and natural urban environments including improved access to our parks and open spaces; and
- highlight the importance the built and natural urban environments play in active living.

The principal interest of TALC is for the THS to enhance (and not hinder) active living (including physical activity and active travel) and access to healthy food for community health and wellbeing.

Therefore, TALC advocates to have health and wellbeing as priority objectives and outcomes of the THS.

Definitions

The following terms included in this submission are defined as follows.

Active living - a way of life that integrates physical activity into daily routines (Heart Foundation, 2016).

Active travel - travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day (Heart Foundation, 2016).

Built environment - the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features (National Heart Foundation of Australia, 2017).

Food security - the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical) (Heart Foundation, 2016).

Health - a state of complete physical, mental and social wellbeing and not merely the absence of disease (World Health Organization, 2022a).

Liveability - a liveable community is one that is safe, socially cohesive, inclusive and environmentally sustainable. Highly liveable areas provide affordable housing that is well serviced by public transport, walking and cycling infrastructure (Department of Agriculture Water and the Environment, 2021). They have good access to employment, education, shops and services, POSs, and social, cultural and recreational facilities (Department of Agriculture Water and the Environment, 2021).

Physical activity - any bodily movement produced by skeletal muscles that requires energy expenditure encompassing all movement during leisure time, for transport to get to and from places, or as part of a person's work (World Health Organization, 2022b).

Social inclusion – is a term used to describe how government, community, business, services and individuals can work together to make sure that all people have the best opportunities to enjoy life and do well in society. It is about making sure that no one is left out or forgotten in our community (Social Inclusion Unit, 2008).

Wellbeing – mental health is a state in which an individual can realise their own potential cope with normal stresses, work productively and contribute to their community (World Health Organization, 2022a)¹.

¹ TALC acknowledges Tasmania will likely develop its own definition of wellbeing as part of the development of Tasmanian Health and Wellbeing Framework.

Response to Discussion Paper Questions

Overview

Should the vision for the Strategy include other factors?

Physical activity is a modifiable behaviour critical for the prevention and management of a range of common, chronic and costly conditions such as cardiovascular disease, type 2 diabetes, hypertension, obesity, depression, and anxiety (Bellew et al., 2020). Yet less than half of Australian adults (including Tasmanians) undertake physical activity at the levels recommended for good health (150 mins/week) (Australian Bureau of Statistics, 2018). Improving health and wellbeing by supporting Tasmanians to live active lives requires a coordinated approach across government agencies and sectors as called for in the World Health Organization's (WHO) 'Health in All Policies' approach to preventative health (World Health Organization, 2022c). In Tasmania, key existing policies which reference to active living and are relevant to the THS are listed under Appendix I to provide context and background to the existing policy landscape. Key Tasmanian policy relevant to the THS are highlighted as follows.

The *Tasmania Statement* supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces (Premier's Health and Wellbeing Advisory Council, 2021). The *Tasmania Statement* creates an authorising environment for the Tasmanian State Government to support health and wellbeing considerations within the planning scheme.

The *Healthy Tasmania Five Year Strategic Plan 2022-26* advocates for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations (Department of Health and Human Services, 2022). The plan focuses on systems and supporting active living initiatives (Department of Health and Human Services, 2022). This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which aimed to 'create built and natural environments that enable and encourage physical activity' (Department of Infrastructure, 2010).

In 2016, a Parliamentary Select Committee Inquiry into Preventative Health Report outlined key findings and recommendations.

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

(k) The importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.

- a) Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;*
- b) Government ensures transport infrastructure planning and policy decisions embody liveability principles; and*
- c) Provisions in the new state-wide planning scheme give consideration to active travel links (eg walking and cycling), especially within and between urban communities.*

Findings (page 8):

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes.

23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.

Health and wellbeing are embedded in the State Planning Provisions (currently under review) under *Schedule 1 Objectives of the Resource Management and Planning System (RMPS)* and specifically the *Land Use Planning and Approvals Act 1993 (LUPAA)* Part 2 Objective (1)(f):

'To promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation...'

Furthermore, the Tasmanian Planning Policies are currently under development and will also be relevant to the THS.

The existing policy context in Tasmania provide clear recommendations that all future Government policy should adopt a *Health in All Policies approach*, which is directly relevant to the THS. Therefore, TALC recommends the vision includes reference to health and wellbeing.

For example:

Every Tasmanian has access to safe, secure and affordable housing with access to the necessary infrastructure that supports health and wellbeing and sustainable communities.

OR

Every Tasmanian has access to safe, secure, healthy and affordable housing.

Are there important issues not covered by the focus areas?

TALC recommends the THS include a Health and Wellbeing focus area which has objectives and outcomes related to the built environment, active travel, public open space (POS), green spaces and liveability. The links between health and wellbeing and these factors are detailed as follows.

Housing and Health and Wellbeing

Housing has a significant influence on health and wellbeing. In addition to providing shelter, safety, security and privacy, having affordable, sustainable and appropriate housing enables people to better participate in the social, economic and community aspects of their lives (Australian Institute of Health and Welfare, 2022). The construction and design of housing as well as the social and neighbourhood environment can affect physical and mental health and quality of life (Australian Institute of Health and Welfare, 2022).

The THS has an opportunity to contribute to improved health and wellbeing objectives by including outcomes which:

1. improve the built environment;
2. link housing with active travel infrastructure;
3. link housing with POS and green spaces; and
4. improve the liveability of housing.

The Built Environment

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. The Lancet, one of the top-ranking medical journals in the world, published the series Urban Design and Transport to Promote Healthy Lives recognising the importance of the built environment for active living (Goenka and Andersen, 2016). The series recommends creating compact cities locating shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places (Goenka and Andersen, 2016).

The Heart Foundation Australia's Healthy Active by Design framework (National Heart Foundation of Australia, 2017) notes 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative' (National Heart Foundation of Australia, 2017).

There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities (Goenka and Andersen, 2016).

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support health and wellbeing. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of liveable built environments supportive of health and wellbeing by embedding these principles with key policy levers such as the THS.

TALC recommends the THS include outcomes related to the improvement of the built environment in which housing is provided/developed.

Active travel

Active travel is the process of being physically active (usually walking or cycling) while moving from one place to another and can include multiple modes of transport in one trip. Active travel provides physical and mental health and wellbeing benefits, as well as reductions in greenhouse gas emissions and traffic congestion and less noise and air pollution (Australian Institute of Health and Welfare, 2016, Bellew et al., 2020).

Australian research indicates two key factors encourage walking for transport: 'the connectivity of streets (more intersections, fewer big blocks) and a high number of local living destinations, such as supermarkets, shops, parks and public transport, within 1600m' (Giles-Corti et al., 2017).

International research has led to recognised standard distances to a range of amenities of 400m - 800m about a 10 - 20 minute walk (Sallis et al., 2012). Other factors associated with increased active travel include safety from traffic, well-lit streets and the presence of footpaths (Australian Institute of Health and Welfare, 2016, Sallis et al., 2012). The Heart Foundation's *Support for a State Policy for Healthy Spaces* identifies some standards for walking infrastructure (Heart Foundation, 2019).

To optimise active travel opportunities investments should ensure that housing is situated in areas that have:

- Connected street networks (that include footpaths and cycling infrastructure)
- Easy access to a diversity of destinations and to public transport
- The housing (and therefore population) density required to make mixed use planning and public transport services viable (Bellew et al., 2020)

Mechanisms to achieve these might include:

- Subdivision standards in residential zones for planning schemes

- Provisions under the TPPs
- Retrofitting of existing neighbourhoods that do not currently meet standards through government grants and programs

Whilst these mechanisms fall outside the scope of the THS, TALC recommends locally relevant measurable standards are established under the THS for target distances to facilities as well as standards for adjacent foot paths and cycle ways.

Public Open Space and Green Space

POS comprise spaces freely accessible to everyone such as streets, squares, parks, natural features, landmarks, building interfaces, green spaces, pedestrian and bike ways, and other outdoor places (National Heart Foundation of Australia, 2017). POS should not be seen in isolation but in the context of adjacent buildings including housing, its uses and location in a wider network of public and private spaces.

The quality of the POS influences how much time people spend being active or in nature, both of which directly influence health and wellbeing. Public areas which are aesthetically pleasing, safe, clean and comfortable attract people to the area thus leading to increased walking, cycling, and opportunities for social interaction. The Heart Foundation's Healthy Active by Design framework reports residents with a larger neighbourhood parks within 1600 m engage in 150 minutes more recreational walking per week than those with smaller parks (National Heart Foundation of Australia, 2017). Research links physical activity in or near green space to important health outcomes including obesity reduction, lower blood pressure and extended life spans (Davern et al., 2017). Sufficient provision of POS including parks and reserves, sporting facilities, community gardens and greenways is important in supporting opportunities for being active.

A growing body of evidence demonstrates urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (Byrne, 2021, National Heart Foundation of Australia, 2019, Davern et al., 2017). Research indicates urban greenery including trees, vegetation and green surfaces (eg roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (Davern et al., 2017). Urban greenery can reduce temperatures by 1- 4 °C (Davern et al., 2017).

Currently, the Tasmanian Planning Scheme does not encourage urban greening as there is no requirement for landscaping to be provided in developments or subdivision in the residential zones. TALC recommends the THS include outcomes related to the provision of and/or access to POS and green space.

Liveability

The Heart Foundation's 2020-21 What Australia Wants survey measured community sentiment around qualities of active neighbourhoods and support for initiatives to increase infrastructure for physical activity in and around neighbourhoods (National Heart Foundation of Australia, 2020).

Tasmanians expressed a desire to live close to shops and amenities, and in a safe area that is quiet/away from main roads. Tasmanians prioritise access to healthy food, housing diversity and a sense of place (that is, safety, community, natural elements as the most important design features) (National Heart Foundation of Australia, 2020). The report noted that 'a lower proportion of Tasmanians believe their neighbourhood helps them to be active (75 per cent compared to a national average of 80 per cent)' (National Heart Foundation of Australia, 2020). Compared with other jurisdictions, a sense of community was rated lower – with only 58 per cent scoring it as good/excellent – below items such as quality of sports facilities and footpaths (National Heart Foundation of Australia, 2020). These results highlight liveability, access to healthy food and local physical activity opportunities are important to Tasmanians.

In 2021, Place Score ran the Australian Liveability Census, the largest social research project in Australia which included 3 200 records gathered from community members in Tasmania (Malshe et al., 2021). The census explored what was most important in terms of neighbourhood liveability and current performance (Malshe et al., 2021). Ideas for improving local neighbourhoods were collected and included improving walkability to local amenities and open spaces (Malshe et al., 2021).

Nationally, walking/jogging/bike paths connecting housing to community amenity was selected as being most important to their ideal neighbourhood by 55 per cent of respondents and ranked third most important overall.

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support health and wellbeing. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of liveable built environments supportive of health and wellbeing by embedding these principles with key policy levers such as the THS.

TALC recommends the THS include outcomes related to improved liveability of housing locations.

Food Security

Whilst TALC's primary interest in the THS is in reference to active living, the importance of a food system providing access to healthy and affordable food locally is acknowledged. A more accessible urban environment in which active travel can be used to access healthy local food provides a range of health, wellbeing and environmental benefits (4).

The *Joint Select Committee Inquiry Into Preventative Health Report* specifically references access to food under finding 30 'it is important that people have access to healthy affordable food' (18).

TALC is aware of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (1).

Whilst TALC notes adopting specific recommendations on food security are out of scope of the THS, the strategy can play a significant role in improving food security through the consideration of access to healthy food in areas of housing supply. TALC recommends reference is made to the role of the THS in food security in Tasmania.

Are there additional objectives that are important for Tasmanians and should be included?

The TALC acknowledges the three existing objectives of the THS outlined in the Discussion Paper:

- Improved housing affordability in Tasmania
- Improved housing supply that meets the needs of Tasmanians now and into the future.
- Improved sustainability of housing into the future.

The principal interest of TALC is for the THS to enhance (and not hinder) active living (including physical activity and active travel) and access to healthy food for community health and wellbeing. As outlined under question two, the 'additional issues not covered by the focus areas' principally relate to health and wellbeing outcomes. Therefore TALC advocates to have health and wellbeing included as priority outcomes under the THS.

TALC proposes an additional objective relevant to health and wellbeing, for example:

- Improved health and wellbeing through housing.

Are there additional housing outcomes that are important for Tasmanians and should be included?

As outlined in question 3, TALC recommends the addition of the objective:

- Improved health and wellbeing through housing.

Outcomes related to this additional objective may include:

- Homes are located within 1600 metres of amenities, centred around the '20 minute' neighbourhood concept.
- Homes are within 1600 metres of walking and cycling tracks to support active travel modes.
- Homes are within 1600 metres of POS and green spaces.
- Homes are in areas rated as highly liveable.

Focus Area One: Affordable Housing

TALC makes the general observation that the outcome ‘more affordable housing for Tasmanians on low incomes’ could be further clarified to indicate whether the outcome is that existing stock of housing is more affordable or that additional affordable housing stock is made available.

What additional interventions could governments consider to improve housing affordability?

TALC recommends investigation of interventions such as affordable housing offset schemes and developer contributions (i.e. in new greenfield developments), where five to 15 per cent of housing stock delivered as affordable housing by measures such as purchase price, affordable design features, and location. Such interventions could be led by Housing Tasmania in partnership with Local Governments and implemented through the TPS, allied policies and/or agreements under legislation (i.e. a Part 5 Agreement under the *Land Use Planning and Approvals Act 1993*).

Examples of offset schemes could be investigated and are interconnected with liveability are as follows:

- Section 62 Planning Permit Conditions of the *Planning & Environment Act 1987* (Victoria)
 - Planning permit conditions requiring payment for or provision of infrastructure can validly be imposed, where the permit condition requires, in the implementation of a payment-in-lieu of parking provision in accordance with a parking precinct plan approved for the relevant Planning Scheme.
 - The payment or provision of a POS contribution up to five per cent of the site value of the land in accordance with Section 18 of the *Subdivision Act 1988*.
 - The payment of an infrastructure levy in accordance with an approved Development Contribution Plan.
- Community Infrastructure Levies (CILs), the United Kingdom
 - CILs are a planning charge, introduced by the Government through the *Planning Act 2008*, to provide a fair and transparent means for ensuring that development contributes to the cost of the infrastructure it will rely upon (i.e. schools, roads).
 - The levy applies to most new buildings with charges based on the size and type of new floor space.
 - CIL, as a general levy on all development, is designed to raise funds for infrastructure needed generally as a result of an increase in development of an area and local Planning Authorities can use CIL money to provide or improve infrastructure, and to pay for the operation and maintenance of this infrastructure.
- Section 94 Development Contributions, New South Wales

- S. 94 provisions under the *Environment Planning and Assessment Act 1979* enable Councils to obtain development contributions as a means for funding local infrastructure and services that are required as a result of new development.
- Section 94 is an efficient means of reducing the impact of future development on the provision and financing of public amenities and services as it internalises the impacts to individual developments.

TALC recommends requirements for mandatory disclosure of energy ratings in residential development (ie as measured by the National House and Energy Rating Scheme under the National Construction Code) to generate accountability of the building industry to delivering more affordable stock, such as is implemented in the Australian Capital Territory.

What scope is there to increase the role of the private and community sectors in improving housing affordability?

The National Housing and Homelessness Agreement (NHHA) provides funding and mechanisms for Strategy Preparation and cascading levers and partnerships with a range of stakeholders across the housing continuum, including the private sector (i.e. investors, market developers) and the community sector (i.e. community housing providers, supported accommodation services, and allied services, such as those for persons exiting homelessness and entering social or affordable housing accommodation).

The levers mentioned above (i.e. offset schemes, mandatory disclosure) are examples of policy levers that can be used to improve affordable housing outcomes through the private sector. The community sector has a continuum of competency and effectiveness depending upon the governance, funding mechanisms and maturity of the organisation. For instance, Community Housing Providers (CHPs) are ranked according to tier under National Legislation and this determines the sophistication of housing products that they can deliver, including health and wellbeing outcomes, good design, and liveability by location and other parameters (i.e. acquisition of property in central locations that can optimise liveable outcomes for vulnerable cohorts). Tier 1 CHPs, such as Anglicare, are major providers that may have more advanced development models and therefore have capacity to scale up to an increasingly holistic focus upon health, wellbeing and liveability outcomes for their clients (i.e. social housing tenants). However, Tier 3 providers may be smaller, fragmented not-for-profits less resilient to political cycles and subsequent funding changes, governance adjustments and staff turnover. In turn, their capacity to achieve resilience is less. Therefore, any focus upon improving design outcomes through design and development in community housing should focus upon Tier 1 providers with lessons and outcomes cascading down and building capacity of lower tiers.

TALC recommends the development of Design Guidelines tailored to the above stakeholders across the Housing Continuum, health, wellbeing, and liveability outcomes can be improved. Drafting of such guidelines is a common approach employed by State Housing Departments and Statutory Land Development Corporations to achieve such outcomes. For example, liveability and sustainability guidance was provided in the development of the Alkimos Beach Greenfield Development in Perth, Western Australia. This was facilitated by the State Government's Land Development arm.

What other issues would you like to be considered regarding housing affordability?

TALC acknowledges the speculative nature of the development industry within Australia and how this fundamentally compromises good, long term design outcomes in housing and has cascading effects on the health, wellbeing, and liveability outcomes of populations in both urban and regional areas. Currently, developers prioritise financial return over outcomes of sustainability and liveability. By adopting new development models, the severity of this impact can be reduced. Examples of such models, which seek to focus on housing as an urban provision and human right over a business model are able to achieve significant savings which then redirect costs into good design outcomes.

For instance, the Nightingale Model, founded by Jeremy McLeod of Breathe Architecture, redirects costs into good design through removing overheads commonly employed in development such as marketing teams, advertising fees, real estate agents, display suites and second or third bathrooms. Additions to improve savings of this Model include shared laundries, shared services to allow for bulk purchase (ie electricity), photovoltaic (pv) cells, and, where possible, retention of ground floor tenancies to provide an ongoing income for the owner's corporation (in turn, lowering owners corporation fees). This cascades down to greater outcomes in design features and liveability, such as rooftop and productive gardens, site acquisition near public transport corridors, and a focus on energy efficiency and carbon neutrality which in turn leads to a reduction of the Urban Heat Island Effect, a cleaner environment and, in turn, better health and wellbeing outcomes.

TALC recommends affordability is considered holistically, not only upfront purchase price, but the liveability and whole of life cycle costs and health outcomes due to design.

Noting increased rental prices and decreased rental vacancies across Tasmania, what are some of the ways the challenges in the private rental sector, particularly around security of tenure, could be addressed?

No comment.

How could the effects of the short-stay accommodation industry on the rental sector be managed into the future?

TALC recommends that policies which prioritise long-term accommodation outcomes across the housing continuum for all demographics within Tasmania be strengthened to protect spatial locations

in proximity to open space, public transport, activity centres, and services (i.e. schools, health facilities) where affordable rental and home ownership opportunities can be both retained and increased. These should be in accordance with the settlement and activity centre hierarchies specified within the *Southern Tasmania Regional Land Use Strategy 2010 – 2035*, with policy settings aligned with the other two regions of the State to a greater degree. Precedents and legislative frameworks of other jurisdictions could be reviewed to identify how these are balanced.

Focus Area Two: Housing Supply

What must be considered to make sure new housing meets diverse needs into the future?

Social inclusion

The *Joint Select Committee Inquiry Into Preventative Health Report* identified social inclusion as a key social determinant impacting on health (Parliament of Tasmania, 2016). The report highlighted the importance of a focus on implementation of measures increasing social inclusion across all government agencies (Parliament of Tasmania, 2016).

The way housing density is designed should account for the varying needs of different population groups. Designing and locating safe, affordable, well-connected, higher density housing options is important for different age groups to be able to access the housing market appropriate for their lifestyle and situation (The Department for Communities and Social Inclusion, 2013). Providing a diversity of housing options increases the likelihood people of lower socioeconomic backgrounds have convenient access to public transport, health services, schools and employment opportunities (The Department for Communities and Social Inclusion, 2013). Ensuring people can work close to where they live will provide more equitable access to employment and services.

Safety

The quality of the public realm influences whether people feel safe and comfortable in that area as well as opportunities for social interaction, particularly for women and children. Design of housing and the surrounding public realm supports social inclusion through taking into account how that space operates during different times of the day, with different demographics using it, and across all seasons of the year (Hulse et al., 2011).

Feeling unsafe in public spaces has a significant impact on whether residents, specifically women, the elderly and young children are prepared to use them. Designing spaces which support activities attract more people and promote the perception they are orderly and peaceful, can be important for social groups in enhancing active living opportunities, and support overall community liveability (Hulse et al., 2011).

Accessibility

It is important to consider the role of the built environment on mobility limitations and disability to ensure accessible movement networks are created and maintained. This will support older adults to age in place and improve quality of life through the encouragement of participation in physical activity, exposure to the natural environment, and social interaction with friends and neighbours (Hulse et al., 2011).

Equity of access to physical activity opportunities

Access to local opportunities for physical activity for exercise, recreation or active travel supports social inclusion and builds a sense of community connectedness beneficial to health and wellbeing (National Heart Foundation of Australia, 2019, National Heart Foundation of Australia, 2017). The Heart Foundation's *Healthy Active by Design* resource asserts 'an essential part of good governance is embedding a socially inclusive and respectful approach to older people into policies and processes' (National Heart Foundation of Australia, 2017). This principle could equally be applied to how the THS impact all social determinants of health and wellbeing. The design of the places we live, work and play must be inclusive of all community members.

The THS can act as a mechanism to enhance social inclusion by providing safe, affordable, well-connected, higher density housing options, access to public open/green space, safe and enjoyable active travel networks to a variety of destinations with a focus on equity and inclusion (Heart Foundation, 2016, National Heart Foundation of Australia, 2019, Hulse et al., 2011). TALC recommends considering how the THS can improve social inclusion, accessibility, safety and equitable access to physical activity opportunities.

How can housing supply respond rapidly to changing social and economic environments?

No comment.

What additional interventions could governments consider to improve housing supply?

The THS Discussion Paper outlines strategies for the provision of housing supply though both new stock and the retention of the current stock. Whilst the discussion paper acknowledges the loss of stock to non-residential uses, TALC proposes strategies to address this issue could be strengthened and expanded. TALC notes this has been a long term issue, particularly for urban centres in Tasmania where a considerable number of houses have been lost to other uses. Historically, this loss has been to services such as doctors' surgeries, car yards, offices, parking lots etc. However, the latest is the change of residential use to visitor accommodation (eg Airbnb). Lost housing stock is often in the better serviced areas where there is good transport and ready access to amenities. Where housing stock is changed from residential to other use, residents may be required to move to locations where housing supply is more readily available though less well serviced by amenities and public transport. To date, policy has been in support of visitor accommodation (see 'Planning Directive No. 6 Exemptions and standards for visitor accommodation in planning schemes').

TALC recommends the Government develop policies and strategies that retaining housing stock for residential use, including strong measures to prevent the loss of housing stock through a change to non-residential use.

The THS Discussion Paper identifies the roles and responsibilities of governments (page 8, Table 1). TALC asserts the roles and responsibilities of local government are significantly understated. The Discussion Paper outlines plans related to local government in terms of 'streamlining planning processes' and 'making rezoning applications easier'. There is an absence of policy relating to improving urban environments.

TALC recommends specific provisions under the THS which specify responsibility of local government for the approval of design and management of streets, pedestrian paths and cycle paths, the provision of POS and liveability.

What other interventions could improve housing supply?

TALC recommends the THS include measures to retrofit the public spaces (e.g. streets and POS) of existing housing areas of low amenity. Retrofitting the public realm of low amenity housing areas will provide the incentive for private investment in additional housing in these areas.

What can be done further to improve planning processes in Tasmania, particularly in the context of the delivery of social and affordable housing and increased density via infill development?

The following TALC publications (see appendix 2 and 3) related to improving planning processes in Tasmania, are relevant to the development of the THS.

- Tasmanian Active Living Coalition, *Tasmania's Planning System – Opportunities for Health and Wellbeing, 2021*.
- Tasmanian Active Living Coalition, *Submission to State Planning Provisions Review, Phase 1 – Scoping Paper, August 2022*.

What scope is there to increase the role of private developers and local government in improving housing supply?

No comment

How can we bring whole communities along to promote the benefits of social and affordable housing in local areas?

No comment

Focus Area 3: Housing Sustainability

What actions are needed to improve sustainability of housing?

Urban Greening

A growing body of evidence demonstrates urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (Byrne, 2021, National Heart Foundation of Australia, 2019, Davern et al., 2017).

TALC notes a lack of opportunities to encourage green infrastructure under the Tasmanian Planning System. Research indicates urban greenery including trees, vegetation and green surfaces (eg roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (Davern et al., 2017). Urban greenery can reduce temperatures by 1- 4 C (Davern et al., 2017).

TALC recommends the THS include outcomes related to urban greening such as landscaping requirements for multiple dwellings, vegetation, and green surfaces, and consider access to green POS where housing is located.

What Government assistance programs could help young people and people with changed life circumstances access affordable home ownership?

See comments under housing affordability focus area.

What can be done to improve the energy efficiency of existing and new homes?

TALC recommends the THS include ambitious targets for energy efficiency ratings (e.g. 8 star) especially for social housing (for example by ensuring requirements north facing windows etc).

What else can be done by stakeholders to improve sustainability?

TALC's principle interest is health and wellbeing through active living, which can be supported by the THS through integration with existing active living infrastructure as well as the provision of new infrastructure in new and existing housing to support residents to use active and public transport. Key mechanisms relevant to the THS are detailed below.

Liveable Streets Code

TALC has previously supported the Heart Foundation's recommendation for the development of a Liveable Streets Code under their 2016 *Representation to the Final Draft State Planning Provisions* (Heart Foundation, 2016). The submission recommends of the development of a Liveable Streets Code. A Liveable Streets code, or similar, would provide measurable standards to the assessment of permit applications (Heart Foundation, 2016).

A Liveable Streets Code would support active travel through provisions including standards for footpaths suitable for walking and requirements for safe cycling infrastructure, which is directly relevant to the liveability of housing in Tasmania.

TALC recommends the THS reference and support the development of a Liveable Streets Code under the current review of the SPPs and development of the Tasmanian State Policies.

Parking and Sustainable Transport Code

TALC has previously highlighted car parking space requirements in both residential and commercial settings are excessive and do not encourage other forms of sustainable transport (eg public and active travel) which impacts on liveability.

TALC has previously recommended, under its *Submission to State Planning Provisions Review, Phase I – Scoping Paper*, revising the Parking and Sustainable Transport Code to comprehensively treat 'sustainable transport' as a component of active travel. This recommendation is relevant to the development of new and existing housing in Tasmania.

TALC is also supportive of Bicycle Network Tasmania's recommendations, under its submission to the SPPs, for the provision of bike parking and end of trip facilities in workplaces as well as introduction of provisions for bike parking in apartment buildings.

TALC recommends the THS include outcomes related to the provision of active travel infrastructure within new and existing housing as well as links to active travel infrastructure (eg bike paths and footpaths).

Summary of TALC Recommendations

1. The vision includes reference to health and wellbeing.
2. Include a health and wellbeing focus area with an objective and outcomes relevant to health and wellbeing through housing.
3. Development of policies and strategies that retaining housing stock for residential use, including strong measures to prevent the loss of housing stock through a change to non-residential use.
4. Include outcomes related to the improvement of the built environment in which housing is provided/developed.
5. Development of locally relevant measurable standards under the THS for target distances to facilities as well as standards for adjacent foot paths and cycle ways.
6. Include outcomes related to the provision of and/or access to POS and green space.
7. Include outcomes related to improved liveability of housing locations.
8. Reference the role of the THS in food security in Tasmania.
9. Investigation of interventions such as affordable housing offset schemes and developer contributions and their application in Tasmania.
10. Requirements for mandatory disclosure of energy ratings in residential development.
11. Development of Design Guidelines tailored to health, wellbeing, and liveability outcomes.
12. Affordability is considered holistically, not only upfront purchase price, but the liveability and whole of life cycle costs and health outcomes due to design.
13. Consider how the THS can improve social inclusion, accessibility, safety and equitable access to physical activity opportunities.
14. Specific provisions under the THS which specify responsibility of local government for the approval of design and management of streets, pedestrian paths and cycle paths, the provision of POS and liveability.
15. Include measures to retrofit the public spaces (streets, POS) of existing housing areas of low amenity.
16. Include outcomes related to urban greening such as landscaping requirements for multiple dwellings, vegetation, and green surfaces, and consider access to green POS where housing is located.
17. Include ambitious targets for energy efficiency ratings (eg 8 star) especially for social housing (for example by ensuring requirements north facing windows etc).
18. Reference and support the development of a Liveable Streets Code under the current review of the SPPs and development of the Tasmanian Planning Policies.
19. Include outcomes related to the provision of active travel infrastructure within new and existing housing as well as links to active travel infrastructure (eg bike paths and footpaths).

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Appendix I – Summary of Active Living Policies

Tasmanian

Tasmania Statement – Working Together for the Health and Wellbeing of Tasmanians (Premier's Health and Wellbeing Advisory Council, 2021)

Healthy Tasmania Five-Year Strategic Plan 2022-26 (Department of Health and Human Services, 2022)

Joint Select Committee Inquiry Into Preventative Health Report (Parliament of Tasmania, 2016)

Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (Heart Foundation, 2016)

Tasmania's Walking and Cycling for Active travel Strategy 2011-2021 (Department of Infrastructure, 2010)

Hobart City Deal (Commonwealth of Australia, 2019)

The Southern Tasmanian Regional Land Use Strategy (STRLUS) 2010-2035 – Regional Policies 10, 11, 13, 18 and 19 (State Planning Office, 2010)

National²

National Preventative Health Strategy 2021-30 (Department of Health, 2021)

National Obesity Strategy 2022-32 (Commonwealth of Australia, 2022)

Getting Australia Active III – a Systems Approach to Physical Activity for Policy Makers (Bellew et al., 2020)

National Heart Foundation - Blueprint for an Active Australia (National Heart Foundation of Australia, 2019)

National Heart Foundation – Healthy Active by Design (National Heart Foundation of Australia, 2017)

International

Global Action Plan on Physical Activity 2018-30 (World Health Organization, 2018)

International Society for Physical Activity and Health- Eight Investments that Work for Physical Activity (International Society for Physical Activity and Health, 2020)

United Nations Sustainable Development Goals (UN General Assembly, October 2015)

² There is no **National Physical Activity Plan** to provide an overarching framework for addressing physical inactivity and guide future action. In 2020, the Australian Prevention Partnership Centre published [Getting Australia Active III : A systems approach to physical activity for policy makers](#) which identifies eight key areas for action to address physical inactivity. This serves as a guide for policy makers in Australia in the absence of a national plan.

Appendix 2 – TALC Discussion Paper: Tasmania's Planning System – Opportunities for Health and Wellbeing

Discussion Paper Tasmania's Planning System – Opportunities for Health and Wellbeing



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DRAFT

I. Introduction

The Built Environment and Health and Wellbeing

The design of the built environment has typically not included the consideration of health and wellbeing outcomes. Factors such as the return on investment and provision of road networks has often characterised urban developments. The growth of these developments has often been out of step with public transport options, local employment and more generally the concept of the '20-minute neighbourhood'. The location of affordable homes on the outskirts of metropolitan areas without the provision of alternative transport options has seen an increase in private vehicle usage for work and other necessities. While the impact of rapid development on systems such as transport is well documented, the impact on health and wellbeing is less well known. Work is being undertaken to develop a greater understanding of the impact planning systems have on health and wellbeing outcomes and this paper outlines key knowledge and recommendations in a Tasmanian context.

The Healthy Tasmania Five Year Strategic Plan advocated for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations. The plan identified transport and the creation of environments which support people to make healthier choices as key focus areas. The second *Healthy Tasmania Plan* will focus on systems and supporting active living initiatives. This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which included the goal to 'Create built and natural environments that enable and encourage physical activity'. The Built Environment Working Group of the Premier's Physical Activity Council worked directly towards this purpose.

The highly respected medical journal *The Lancet* published a series on 'Urban design and transport to promote healthy lives' in 2016, providing further recognition of the importance of the built environment for active living. This series defined the built environment features that increase activity. The series recommended creating compact cities that locate shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places³. There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities⁴.

³ Goenka S, Anderson L Urban Design and transport to promote healthy lives, *The Lancet*, Vol 388, Issue 10062, Dec 2016

⁴ : Bellew B, Nau T, Smith B, Bauman A (Eds.) *Getting Australia Active III: A systems approach to physical activity for policy makers*. Sydney, Australia. The Australian Prevention Partnership Centre and The University of Sydney. April 2020

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. As noted by the Heart Foundation's *Healthy Active by Design* framework 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative. These principles can be applied no matter what the scale, in metropolitan or regional contexts, from neighbourhoods in regional, rural and remote communities to large-scale centres'.

The recently re-signed Healthy Tasmania Statement supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces. The Tasmania Statement creates an authorising environment for the Premier's Health and Wellbeing Advisory Council ('the Council') to support health and wellbeing considerations within the planning scheme.

The COVID-19 pandemic has required people to stay close to home, highlighting the importance of improving understanding of how the built environment can support health and wellbeing. This provides a unique opportunity for groups such as the Tasmanian Active Living Coalition (TALC) to leverage off the greater awareness of the benefits of supportive environments.

This paper was produced upon request from the Council but it has also been made available to TALC members for general use.

The Built Environment and Physical Activity

Physical activity is a core health behaviour of interest to TALC, and hence is the focus of this discussion paper. Physical activity is fundamental for good physical and mental health and wellbeing. Physical activity can help prevent heart disease, type 2 diabetes, numerous cancers, dementia, weight gain, gestational diabetes, and anxiety and depression. Being physically active improves sleep and improves brain function at all ages. Despite this, almost half of all Tasmanians aged 18 and over do not do enough physical activity for good health. Tasmania is below the national average and is ranked sixth out of the eight states and territories.

There are many reasons why people are not active enough. At a population level, the environments where people live, work and play (the built environment) can have a significant impact on physical activity levels. Towns and cities, neighbourhoods, public spaces and places, shopping areas and town and neighbourhood centres designed appropriately for all stages of life can result in increased physical activity levels. For example, designing neighbourhoods which offer public transport reduces private vehicle use and results in more active communities. Places that are supportive of walking and cycling have well designed streets (including footpaths

for all ages and abilities), street connectivity, mixed density, and mixed land use. People walk more if they perceive streets are safe and aesthetically pleasing⁵.

Key national frameworks (*Getting Australia Active III: A systems approach to physical activity for policy makers*; the Heart Foundation's *Blueprint for an Active Australia*) and international frameworks (World Health Organisation's *Global Action Plan for Physical Activity*) highlight the importance of the built environment, including urban and transport planning, walking and cycling infrastructure, public open spaces and recreational spaces, on health outcomes.⁶

2. Aims

The three key aims of this discussion paper are to:

1. Provide an overview of the Tasmanian planning system and how it relates to health and wellbeing.
2. Highlight planning system gaps and barriers to improving the health and wellbeing of Tasmanians.
3. Identify opportunities through planning system reform to improve the health and wellbeing of Tasmanians.

⁵ Jerome R, J Rozek J, Villanueva K, Gunn I, Giles-Corti B. Evidence supporting the health benefits of Movement Networks. National Heart Foundation of Australia 2021

⁶ Bellew B, Nau T, Smith B, Bauman A (Eds.) *Getting Australia Active III: A systems approach to physical activity for policy makers*. Sydney, Australia. The Australian Prevention Partnership Centre and The University of Sydney. April 2020

3. Impediments and Actions

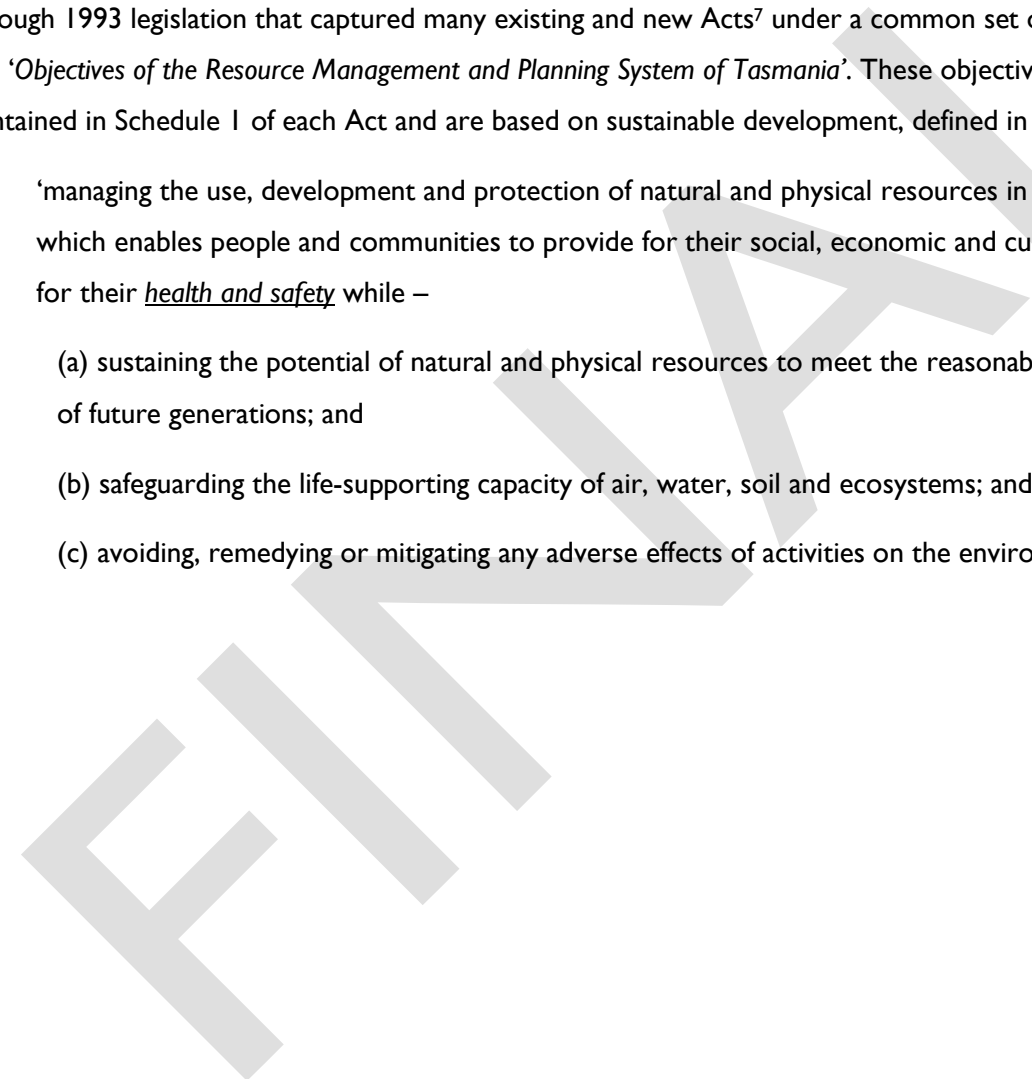
Prepared by Rob Nolan, Planning Institute of Australia Tasmanian division

Overview

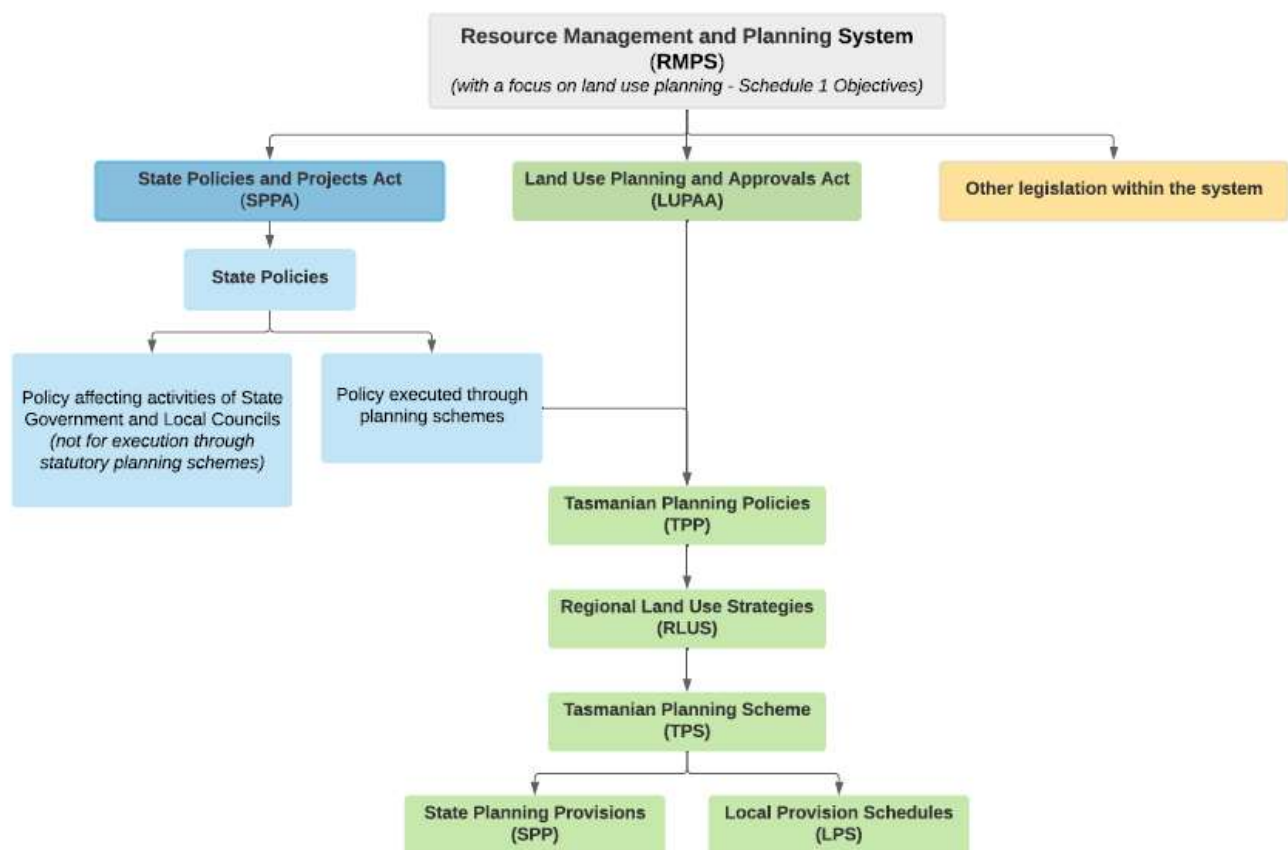
A first principle is that planning (or town planning) has through the ages been rooted in health improvement and wellbeing with legislation to support activism for healthier built environments. The current Tasmanian planning system is the Resource Management and Planning System (RMPS). The RMPS was primarily introduced through 1993 legislation that captured many existing and new Acts⁷ under a common set of objectives being the '*Objectives of the Resource Management and Planning System of Tasmania*'. These objectives are predominately contained in Schedule 1 of each Act and are based on sustainable development, defined in legislation as:

'managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their *health and safety* while –

- (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and
- (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and
- (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.'



– ⁷ comprises some 19 pieces of legislation



The Planning System and Health and Wellbeing

The planning system offers opportunities to improve population health and wellbeing outcomes that remain to be fully realised.

Specific legislative authority that enables a health and wellbeing focus on the built environment can be found in:

- RMPS objectives – based on sustainable development defined with reference to ‘*cultural wellbeing and health and safety*’.
- *Land Use Planning and Approvals Act 1993 (LUPAA), Schedule 1, part 2 - ‘Objectives of the Planning Process Established by this Act’.*
 - sub clause (f): to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation.
- *Land Use Planning and Approvals Act 1993 (LUPAA) s.12B – contents of Tasmanian Planning Policies.*
 - (2)(c) liveability, health and wellbeing of the community.

Planning System Instruments for Health and Wellbeing Intervention for the Built Environment

There are three key planning system instruments that can influence the built environment to improve population health and wellbeing outcomes.

State Policy and Projects Act 1993

Under the Premier, this Act provides for the making of Tasmanian Sustainable Development Policies (State Policies) that apply to the activities of State Government and Councils. State Policies may direct policy and desired outcomes or indirectly give effect to policy through the provisions in planning schemes. In this way a State Policy can be a critical element for pursuing health and wellbeing outcomes. The *State Policy and Projects Act 1993* also provides for 'State of the Environment Reporting'. State of Environment Reporting (SOE) can be a valuable reference for monitoring outcomes of health and wellbeing policies. It has been many years since a State Policy was made with the most recent being the 2009 *State Policy on the Protection of Agricultural Land*. The most recent SOE report was also in 2009.

Land Use Planning and Approvals Act 1993

Under the Minister for Planning, this Act provides for Tasmanian planning policies, regional land use strategies, planning schemes, and through planning schemes the regulation framework for use and development and the granting of permits.

Tasmanian Planning Policies
Tasmanian Planning Policies are being prepared with public involvement and are intended for release in 2022. In comparison to the wide scope afforded State Policies, the Tasmanian Planning policies limit their scope to affecting the content of regional land use strategies and planning schemes. Tasmanian Planning Policies therefore provide a contemporary mechanism for embedding health and wellbeing policy in the built environment through the regional strategies and planning schemes. At the applied level, Tasmanian Planning Policies will work to set standards for the regulation of use and development.

Regional Land Use Strategies

Regional land use strategies exist for the three Tasmanian regions (south, north, northwest). They are due for review by the State Government after completion of the making of the Tasmanian Planning Policies. Planning schemes must be consistent with the regional strategies.

Planning Schemes

The completed Tasmanian Planning Scheme will comprise the State Planning Provisions, common to all planning schemes, and local provisions schedules that provide content relevant to individual municipalities. The planning scheme is required to embody all the policies and interests of State Government and Councils into a statutory framework that is applied to the assessment of applications for permits to change the use of land or develop land.

Local Government (Building and Miscellaneous Provisions) Act 1993

Although not part of the RMPS, this Act has the provisions for taking public open space and littoral (coastal) and riparian (edge of river) reserves. Public open space and coastal and river reserves are critical for recreation and conservation. The merit of local public parks and reserves came to the forefront during the COVID-19 pandemic when travel for recreation was severely restricted. The provisions in legislation for public reserves has been neglected since 1993. The legislation has been proposed for replacement since 1993. In their current state, the legislated provisions for the taking of public open space and reserves do not maximise the positive influence these assets could have on population health and wellbeing.

Planning System Guidelines and Directives for the Built Environment

Planning system guidelines and directives affecting elements of the built environment which impact on health and wellbeing are extensive. They include:

Planning Directive No.4.1 – Standards for Residential Development in the General Residential Zone.

This planning directive sets out the planning standards for houses covering matters such as housing density, building envelopes and boundary setbacks, the provision of private open space, building orientation and overshadowing. Although the planning directive covered some aspects of streetscape (eg fencing) it made no mention of the design of streets, which is the critical component of the residential built environment. The General Residential Zone is where most of the housing activity happens in Tasmania. The standards in the Planning Directive have now been incorporated into the State Planning Provisions.

LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings 2020.

The subdivision guidelines and standard drawings apply to participating Tasmanian councils and prepared in conjunction with the Institute of Public Works Engineering Australia. The standard drawings provide detailed design of roads and in-road infrastructure. These guidelines tend to focus on motor vehicles with minimum regard for active travel and lead to a repetitive standard of roads in subdivisions.

Positive Provision Policy for cycling infrastructure Tasmania 2013

The policy places onus on the State road authority to show why cycling infrastructure should not be provided on State roads as opposed to having to justify its provision.

Planning System Opportunities for Improving the Built Environment for Health and Wellbeing

There are five key opportunities for advocacy within the planning system to improve the built environment so that it better supports health and wellbeing: State Policy, Tasmanian State Coastal Policy, Tasmanian Planning Policies, Regional land use strategies, and the Tasmanian Planning Scheme.

1 State Policy

Advocate for the making of a State Policy with a focus on health and wellbeing and the built environment that affects the activities of State Government and councils (for example, see the [National Heart Foundation, Tasmania Draft for a State Policy for Healthy Spaces and Places](#)).

2 Tasmanian State Coastal Policy 1996

Advocate for amendments to the Policy to cover the provision and management of littoral and riparian reserves for their contribution as key components for active living. This should also include policies providing contemporary responses to climate change, sea level and storm surge all of which have health and wellbeing implications.

3 Tasmanian Planning Policies

Contribute to the preparation of the policies for a focus on health and wellbeing and the built environment that directly affect the content of regional land use strategies and planning schemes.

4 Regional land use strategies

Contribute to the review of the regional land use strategies for a sharper focus on health and wellbeing through strategies for the structure of cities and towns, the provision of public open space and reserves and the transportation networks.

5 Tasmanian Planning Scheme

Contribute to the review of the State Planning Provisions for a sharper focus on health and wellbeing outcomes through amendments to the use and development standards for the zones and codes.

Issues and Actions for Health and Wellbeing

The following provides some examples of issues and specific actions for better health and wellbeing with a focus on the State Planning Provisions of the Tasmanian Planning Scheme.

General

State Planning Provisions – Purpose and Objective Statements

Issues:

- Prepared in a policy vacuum on health and wellbeing outcomes.
- No reference to health.
- No reference to wellbeing.
- No reference to mental health.

Actions:

- State Planning Provisions, Planning Scheme Purpose, clause 2.1 include a statement of outcomes within the framework of the RMPS objectives with specific reference to health and wellbeing.
- Include in the purpose and the objectives for each zone, use standard, development standard and code the desired health and wellbeing outcome from the implementation of the specific provision.

Active Living

Issues:

- Loss of 'public' in open space.
- Public open space being viewed as a tradable commodity.
- Loss of favour of small parks in preference for mega structures (theme parks mainly accessed by car).
- Lost legislation requiring the provision of riparian and littoral reserves.
- Planning lacking for lifecycle changes in neighbourhoods (i.e., differing requirements as residents age and young families replace).
- Limited strategic planning for public open space.

Actions Within the State Planning Provisions for Active Living

- Insert use and development standards that focus on community led housing models for increasing residential density.
- Include standards for the provision of public open space and littoral and riparian reserves.
- Leverage off opportunity of COVID with a renewed interest in local parks and recreation locally.

Active Travel

Issues:

- Lack of provisions/design guidelines for streets that are inclusive for all users.
- Permeability, limited connectivity of streets, dead end culs-de-sac and paths.
- Regulations preventing narrow streets, zero setbacks, shop top housing, main street shopping.
- *LGAT Tasmanian Subdivision Guidelines October 2013* and *Tasmanian Standard Drawings 2020* that are not helpful for active travel where they intrude on planning and design for streets rather the keeping to a focus on engineering detail.

Actions Within the State Planning Provisions for Active Travel:

- Resolve the confusing provisions over streets and roads.
- Remove the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.
- Insert a streets code that supports active travel through provisions that include standards for footpaths suitable for walking and requirements for safe cycling infrastructure.
- Revise the *Parking and Sustainable Transport Code* to comprehensively treat 'sustainable transport' as a component of active travel.
- Through LGAT and Institute of Public Works Engineering Australia revise the *Tasmanian Subdivision Guidelines October 2013* and *Tasmanian Standard Drawings* to delete aspects of the guidelines that intrude on planning and design of streets that have limited regard for active travel and to confine their content to engineering detail.

Food Security

While food security is considered a critical component of health and wellbeing, it is not directly within the remit of TALC.

Issues:

- Non-food related use and development intruding on agricultural activities including fettering those activities.

- State Planning Provisions that prohibit urban farming (qualified agricultural use in the resource development use class).
- Application of the *State Policy on the Protection of Agricultural Land 2009* limited to land not previously zoned for another use.
- Opportunity for policy and guidelines relating to competing land uses for reasons of community health (eg fast food outlets close to schools).

Actions:

- Review and amend the *State Planning Provisions* where they prohibit urban farming (qualified agricultural use in the resource development use class).
- Review the application of the *State Policy on the Protection of Agricultural Land 2009* to contemporary policies on food security and application of the policy to protect agricultural land in the peri-urban areas.

Mental Health and Wellbeing

This section is under development.

4. The Tasmanian Planning System in Practice – a Case Study

Prepared by David Allingham, Manager, Development Services, Brighton Council

Brighton Council is on the northern fringe of Greater Hobart. Brighton Council's population is expected to grow by 33 per cent to 2042, which is the fastest growing Council in percentage terms across Tasmania.

The suburbs of Bridgewater, Gagebrook, and Herdsmans Cove are characterised by poorly designed and disconnected public housing suburbs with an under-developed public realm. Recently, Housing Tasmania have contracted Community Housing Provider, Centacare Evolve Housing, to build hundreds more social housing units in these suburbs placing more people with complex needs in an area without supporting infrastructure.

With rapid growth in public and private housing, Brighton Council needs a planning system that delivers a high-quality built environment and the social infrastructure needed to provide communities with good liveability and health and wellbeing outcomes.

In April 2021, Brighton Council became the third Council in Tasmania to operate under the Tasmanian Planning Scheme (TPS). All Tasmanian Councils will operate under the TPS in the coming months.

The Manager of Development Services of Brighton Council is responsible for both statutory and strategic planning. A typical week involves the statutory planning team reviewing current Development Applications.

Planning staff express frustration that the State Planning Provisions (SPPs) do not have the tools to deliver good liveability and health and wellbeing outcomes compared to the Interim Planning Schemes (in place from 2015-2021). These small changes have important implications for how residential settlements are built. This is particularly pertinent for Brighton Council where mainly social and affordable housing is being built and developers are trying to build low-cost housing, particularly multiple dwelling units.

Site and Building Design

Having access to sunlight, outdoor areas and quality green space is critical for health and wellbeing in the home. This has become increasingly important during restrictions in response to the COVID-19 pandemic. Yet broadly, design standards have been removed from the State Planning Provisions, for example:

- There are no requirements for north facing windows.
- There are no requirements for private open space to be accessed directly from living areas.
- There are no requirements for landscaping.

Subdivision Design

Well-designed subdivisions are critical to active living and active travel. Compact neighbourhoods, provision of housing choice and diversity, way-finding and public open space are critical for promoting access to services and active living. Well-designed neighbourhoods that provide opportunities for healthy living have become increasingly more important during the COVID-19 pandemic. Many subdivision standards that provide health and wellbeing outcomes have been removed from the State Planning Provisions, for example:

- The Southern Tasmanian Regional Land Use Strategy (STRLUS) sets a target of 15 dwellings per hectare. This was an objective in the General Residential Zone standards in interim schemes, as was promotion of higher densities closer to services, facilities and public transport corridors and planning controls to achieve this.
- The SPPs provide no density targets and no standards to require higher densities closer to services (minimum lot size of 450m² and no maximum lot size). For example, a developer could be advised by a real estate agent that 700m² lots are selling best and therefore deliver only lots at this size (approximately 10 dwelling per hectare).
- Ways and Public Open Space requirements have been removed from State Planning Provisions. Interim schemes had provisions for the provision of high-quality open space and way-finding. This now falls back to the *Local Government (Building and Miscellaneous) Act 1993* individual Council Policies, which lacks consistency and transparency for stakeholders. It is far clearer for developers and Councils to have public open space requirements as a subdivision standard in the planning scheme.

Key actions could address these issues:

- Re-instate design standards as per the Interim Planning Schemes the above into the Residential Zones in the State Planning Provisions.
- Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.

Urban Greening

Another issue that is consistently raised by planning staff is the lack of opportunities to encourage green infrastructure under the SPPs. Brighton Council has a *Greening Brighton Strategy* which aims to increase trees across Brighton's urban areas through strategic tree planting, including in private developments and subdivisions.

However, implementation of the *Greening Brighton Strategy* under the SPPs is extremely difficult, given they do not promote urban greening at all. There are no landscaping requirements for units, commercial developments, streets or vegetation retention (except if priority vegetation).

To address the failings of the SPPs, Council tried to introduce a Landscaping Specific Area Plan as part of its Local Provisions Schedule (LPS) for the TPS, but it was rejected by the Tasmanian Planning Commission (TPC).

Urban green spaces, such as parks, playgrounds, and residential greenery, can promote mental and physical health, and reduce morbidity and mortality in urban residents by providing psychological relaxation and stress alleviation, stimulating social cohesion, supporting physical activity, and reducing exposure to air pollutants, noise and excessive heat.

Key action that could address this issue:

- The State Planning Provisions need landscaping requirements for multiple dwellings and commercial and industrial use and require street trees in new subdivisions.

Multiple Dwelling Units

Brighton Council is seeing a significant increase in multiple dwelling units on large sites as opposed to subdivisions. It can be assumed that in part this is to do with avoiding public open space contribution fees and other subdivision costs (e.g. utility connections). Multiple dwelling units are generally smaller and have less private open space thus increasing demand for quality public open space provision. Multiple dwelling units are also often inward facing and have poor passive surveillance to street frontages. They have no public land and when developed on larger sites often block potential connectivity to surrounding land. Body Corporates can be problematic on larger sites and include ongoing costs for the owner that are effectively passed on by the developer in choosing strata over subdivision.

Key action that could address this issue:

- Standards in the State Planning Provisions are needed which encourage subdivision instead of strata where possible and ensure there is equity in public open space contributions, improved passive surveillance and connectivity.

Infrastructure Contributions

Trunk infrastructure provides critical services for communities, and usually includes:

- Transport (e.g., roads, pathways, ferry terminals and bus stops).
- Storm water (e.g., pipes and water quality treatment devices).
- Water supply and wastewater (e.g., reservoirs, pipes and sewage treatment plants).
- Public parks (e.g., parks and sporting facilities).
- Land for community facilities (e.g., land for libraries and community centres).
- Other infrastructure depending on the area.

Fragmented land ownership and the significant cost of trunk infrastructure means it may not be feasible for any one developer, landowner, or government entity to fund the trunk infrastructure required to service the area.

In other jurisdictions there are infrastructure contributions frameworks that provide for the cost of trunk infrastructure to be shared equitably between the users of the infrastructure based on forward planning (eg structure plans). Currently there is no infrastructure contributions framework in Tasmania. In the absence of an infrastructure contributions framework, it is generally a 'first user pays' system, which is costly and inequitable. There is a reluctance for first movers to invest in liveability elements if they are paying for utility infrastructure that will benefit future developers. There is also a lack of forward planning about what social infrastructure is needed in existing and greenfield development areas.

Key action that could address this issue:

- Creating a State Government Infrastructure Policy would lead to more equitable infrastructure costs, greater certainty, and better infrastructure outcomes, including social infrastructure.

Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS)

Council is required to regularly meet with developers or elected members about issues with the outdated STRLUS. The STRLUS is a 'broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania over the next 25 years'⁸. STRLUS was declared in 2011 and has not been updated since. The STRLUS uses data from the 2006 ABS Census and therefore does not capture significant changes in the region in the intervening years (e.g. the opening of MONA).

Council regularly meets with stakeholders about the need to extend the urban growth boundary to allow more development on the urban fringe. Whether or not this is appropriate is unknown because there is a lack of recent data about supply and demand for housing.

Section 5A(6) of LUPAA requires that 'The Minister must keep all regional land use strategies under regular and periodic review.' In the last 10 years the regional land use strategies have not had a comprehensive review.

The STRLUS also has a suite of policies that promoted health and well-being were being implemented through the interim planning schemes. For example, Policy ROS 1.6 is to 'Ensure subdivision and development is consistent with principles outlined in *Healthy by Design: A Guide to Planning and Designing Environments for Active Living in Tasmania*'. However, these policies are not being implemented through the SPPs.

Key actions could address these issues:

- Amend LUPAA to require the Minister review the regional land use strategies at least every five years.
- Review the regional land use strategies as a matter of urgency.

⁸ STRLUS page 1
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5. Opportunities for Action

Creating environments that support health and wellbeing through active living and active travel is challenging and requires collaboration across multiple agencies and authorities but has the potential to have significant population health impacts. This paper has described the relationship between the built environment and health and wellbeing, provided an overview of the Tasmanian Planning System, and highlighted opportunities for where the planning system could better and more equitably support the health and wellbeing of Tasmanians, with a particular focus on the link with physical activity.

Through the *Tasmanian Government's Planning Reforms Work Program 2021-2024* (see Attachment 1), there are many opportunities to shape planning system policies. As planning reform occurs over many years, bodies such as the Council and TALC must ensure that health and wellbeing remains a priority in these processes. Key opportunities within, and outside of the planning reform process that could be leveraged are detailed below.

Opportunities Within the Tasmanian Government's Planning Reform Agenda

1. Tasmanian Planning Policies

- 1.1. Define in submission(s) to the Government the meaning and application of the requirements for 'liveability, health and wellbeing in the community' (LUPAA s.12B(2)(c)) during the coming period of policy preparation.
- 1.2. Advocate for health and wellbeing policies on land subdivision setting, residential/lot density, and public open space, and a policy preference for separate lots rather than the strata.

2. Regional land use strategies

- 2.1. Contribute to the review of the regional land use strategies for a sharper focus on health and wellbeing through strategies for the structure of cities and towns, density of residential development, the provision of public open space and reserves, and transportation networks.
- 2.2. Advocate for short-term fixes to the STRLUS (and presumably the northern and northwest coast strategies) to emphasise the application of health and wellbeing policies.
- 2.3. Advocate for the need for timely reviews of the regional land use strategies including shorter legislated time frames.

3. Tasmanian Planning Scheme (State Planning Provisions) – advocate for

- 3.1. Clause 2.1 purpose to state how the RMPS objectives give effect to health and wellbeing.

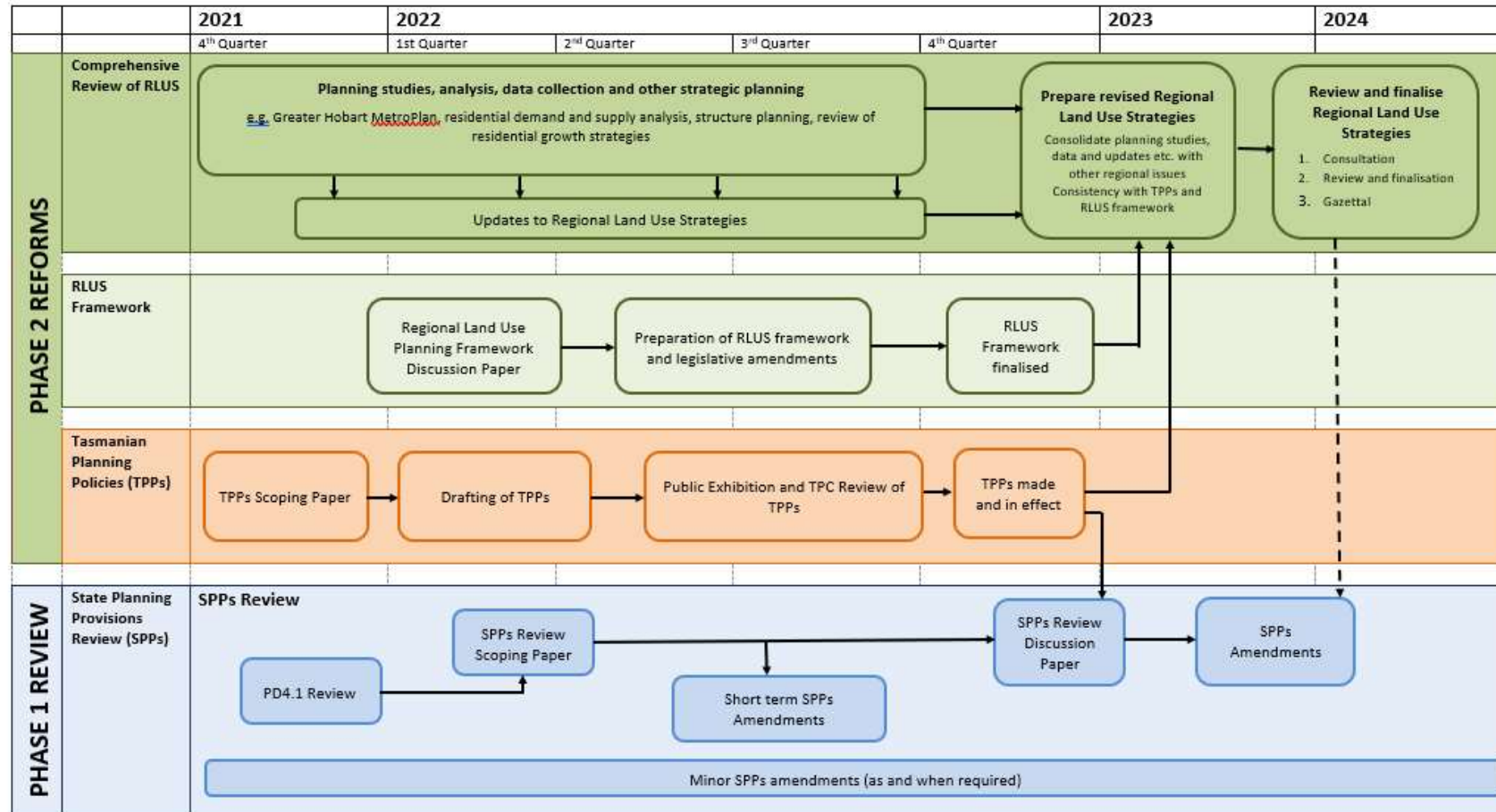
- 3.2. Inclusion in the purpose and the objectives for each zone, use standard, development standard, and code the desired health and wellbeing outcomes from the implementation of the specific provision.
- 3.3. Insertion of use and development standards that focus on community led housing models for increasing residential density derived from a review of Planning Directive No.4.1. The review to have specific reference to aspects of design standards for liveability including sun aspect, private open space, and landscaping.
- 3.4. Inclusion of standards for the provision of public open space and littoral (coastal) and riparian (edge of river) reserves.
- 3.5. Resolution of the confusing provisions over streets and roads.
- 3.6. Removal of the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.
- 3.7. Insertion of a streets code that supports active travel through provisions that include standards for footpaths suitable for walking, requirements for safe cycling infrastructure, and landscaping.
- 3.8. Revision of the Parking and Sustainable Transport Code to comprehensively treat sustainable transport as a component of active travel.
- 3.9. Revision and amendment of the use and development provisions where they prohibit urban farming (qualified agricultural use in the resource development use class).

Opportunities Outside the Tasmanian Government's Planning Reform Agenda

4. State Policies – advocate for

- 4.1. The creation of a State Policy on health, wellbeing and the built environment.
- 4.2. Amendments to the *Tasmanian State Coastal Policy 1996* to cover the provision and management of littoral (coastal) and riparian (edge of river) reserves and to provide contemporary responses to climate change, sea level, and storm surge.
- 4.3. A State Government Infrastructure State Policy on physical and social infrastructure, equitable infrastructure costs and contributions, greater certainty, and better infrastructure outcomes.
- 4.4. State of the Environment Reporting for the evaluation and monitoring of health and wellbeing policies.
- 4.5. Amendment to the *Local Government (Building and Miscellaneous Provisions) Act 1993*, or alternative legislation, providing for the taking of public open space and littoral (coastal) and riparian (edge of river) reserves.
- 4.6. Amendments to the LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings 2020 to provide for active travel for components of the documents that concern the design of streets and to have those aspects concerning the design of streets removed.
- 4.7. A review of the application of the State Policy on the Protection of Agricultural Land 2009 for contemporary policies on food security and application of the policy to protect agricultural land in the peri-urban areas.

PHASE 2 PLANNING REFORMS WORK PROGRAM
(indicative timeframes only)



Appendix 3 – TALC Submission to State Planning Provisions Review

Tasmanian Active Living Coalition

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Department of Premier and Cabinet
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To the State Planning Office

Subject: State Planning Provisions Review

Thank you for the opportunity to provide feedback on phase one of the State Planning Provisions Review. On behalf of members of the Tasmanian Active Living Coalition please find a consultation submission attached in response to the State Planning Provisions Review Scoping Paper.

The Tasmanian Active Living Coalition works together to influence and inform policies, decisions and strategies that encourage the creation of active living environments, food security and social inclusion that benefit health and wellbeing.

Yours sincerely

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Date: 14 November 2025

Tasmanian Active Living Coalition

Submission to State Planning Provisions Review

Phase I – Scoping Paper



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Introduction

The Tasmanian Active Living Coalition (TALC) welcomes the opportunity to submit feedback to the State Planning Provisions (SPPs) Review Scoping Paper under phase one of the review process.

The objective of TALC's submission is to embed health and wellbeing in the SPPs and the future Tasmanian Planning Policies. TALC proposes this can be achieved by putting a 'health in all policies' lens on the SPPs and including improved or additional provisions that support and promote active living, access to open space, food security and social inclusion.

In late 2021, TALC was commissioned to provide a discussion paper to the Premier's Health and Wellbeing Advisory Committee - *Tasmania's Planning System – Opportunities for Health and Wellbeing*. A number of key issues with Tasmania's State Planning Provisions were raised in this discussion paper and have been included in this submission.

The rationale and supporting evidence for the recommended amendments is detailed throughout the submission with a reference list attached. Individual TALC members have contributed to this submission and may have also made separate submissions on behalf of their organisations.

This submission has been approved by TALC's Chair and endorsed by TALC's membership.

About the Tasmanian Active Living Coalition

TALC is an independent, not-for-profit coalition made up of representatives from a broad range of non-Government and Government organisations with an interest in active living.

TALC members work together to influence and inform policies, decisions and strategies that encourage the creation of active living environments.

TALC's aim is to lead, support and promote the creation of environments supporting active living, and to add value by providing a mechanism for an integrated approach and potentially drive behaviour change in relation to active living.

TALC's purpose is to:

- translate evidence into policy and practice;
- build on existing partnerships and develop new partnerships as required;
- raise the profile of active living;
- support, advise and advocate for improvements in the built and natural urban environments including improved access to our parks and open spaces; and
- highlight the importance the built and natural urban environments play in active living.

The principal interest of TALC is for the SPPs to enhance (and not hinder) active living (including physical activity and active transport) and access to healthy food for community health and wellbeing.

Therefore TALC advocates to have *health and wellbeing* as priority outcomes from land use planning as regulated through the Tasmanian Planning System.

Definitions

The following terms included in this submission are defined as

Active living - a way of life that integrates physical activity into daily routines (Heart Foundation, 2016).

Active travel - travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day (Heart Foundation, 2016).

Built environment - the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features (National Heart Foundation of Australia, 2017).

Food security - the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical) (Heart Foundation, 2016).

Health - a state of complete physical, mental and social wellbeing and not merely the absence of disease (World Health Organization, 2022a).

Liveability - a livable community is one that is safe, socially cohesive, inclusive and environmentally sustainable. Highly liveable areas provide affordable housing that is well serviced by public transport, walking and cycling infrastructure (Department of Agriculture Water and the Environment, 2021). They have good access to employment, education, shops and services, POSs, and social, cultural and recreational facilities (Department of Agriculture Water and the Environment, 2021).

Physical activity - any bodily movement produced by skeletal muscles that requires energy expenditure encompassing all movement during leisure time, for transport to get to and from places, or as part of a person's work (World Health Organization, 2022b).

Social inclusion – is a term used to describe how government, community, business, services and individuals can work together to make sure that all people have the best opportunities to enjoy life and do well in society. It is about making sure that no one is left out or forgotten in our community (Social Inclusion Unit, 2008).

Wellbeing – mental health is a state in which an individual can realise their own potential cope with normal stresses, work productively and contribute to their community (World Health Organization, 2022a)⁹.

⁹ TALC acknowledges that Tasmania will likely develop its own definition of wellbeing as part of the development of Tasmanian Health and Wellbeing Framework.

Active Living Overview

The SPPs are a key mechanism for applying healthy planning principles to the built environment in Tasmania to create liveable locations which promote physical activity, healthy eating and social connection. TALC provides the following overview of key aspects of active living which are directly related to implementation of the SPPs.

The Built Environment

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. A series in *The Lancet*, one of the top-ranking medical journals in the world, *Urban Design and Transport to Promote Healthy Lives* recognises the importance of the built environment for active living (Goenka and Andersen, 2016). The series recommends creating compact cities that locate shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places (Goenka and Andersen, 2016). The Heart Foundation of Australia's *Healthy Active by Design* framework (National Heart Foundation of Australia, 2017) notes 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative' (National Heart Foundation of Australia, 2017).

There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities (Goenka and Andersen, 2016).

Physical Activity

Physical activity is fundamental for good physical and mental health and wellbeing. Physical activity can help prevent heart disease, type two diabetes, numerous cancers, dementia, weight gain, gestational diabetes, and anxiety and depression (Bellew et al., 2020). Being physically active improves sleep and improves brain function at all ages (Bellew et al., 2020).

Despite this, almost half of all Tasmanians aged 18 and over do not do enough physical activity for good health (Australian Bureau of Statistics, 2016). Tasmania is below the national average and is ranked sixth out of the eight states and territories (Australian Bureau of Statistics, 2016).

The International Society for Physical Activity and Health outline eight investments that work to address physical inactivity (International Society for Physical Activity and Health, 2020). The eight investment areas are the evidence-based domains where Governments and organisations can get the best return on investment to improve health and wellbeing through increasing physical activity. Of the

eight identified domains, those that can be directly influenced by the SPPs include: active transport, active urban design and workplaces (International Society for Physical Activity and Health, 2020).

The Heart Foundation's *Blueprint for an Active Australia* states 'reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity' (National Heart Foundation of Australia, 2019).

Liveability

The Heart Foundation's 2020-21 What Australia Wants survey measured community sentiment around qualities of active neighbourhoods and support for initiatives to increase infrastructure for physical activity in and around neighbourhoods (National Heart Foundation of Australia, 2020). Tasmanians expressed a desire to live close to shops and amenities, and in a safe area that is quiet/away from main roads. Tasmanians prioritise access to healthy food, housing diversity and a sense of place (that is, safety, community, natural elements as the most important design features) (National Heart Foundation of Australia, 2020). The report noted that 'a lower proportion of Tasmanians believe their neighbourhood helps them to be active (75 per cent compared to a national average of 80 per cent)' (National Heart Foundation of Australia, 2020). Compared with other jurisdictions, a sense of community was rated lower – with only 58 per cent scoring it as good/excellent – below items such as quality of sports facilities and footpaths (National Heart Foundation of Australia, 2020). These results highlight that liveability, access to healthy food and local physical activity opportunities are important to Tasmanians. However, the results also indicate that these attributes are not always accessible to Tasmanians and should be embedded within the planning system.

In 2021, Place Score ran the Australian Liveability Census, the largest social research project in Australia which included 3 200 records gathered from community members in Tasmania (Malshe et al., 2021). The census explored what was most important in terms of neighbourhood liveability and current performance (Malshe et al., 2021). Ideas for improving local neighbourhoods were collected and included improving walkability to local amenities and open spaces (Malshe et al., 2021). Nationally, walking/jogging/bike paths that connect housing to community amenity was selected as being most important to their ideal neighbourhood by 55 per cent of respondents and ranked third most important overall.

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support health and wellbeing. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of liveable built

environments supportive of health and wellbeing by embedding these principles within key policy levers such as the SPPs.

Integrated Policies in Active Living

Improving health and wellbeing by supporting Tasmanians to live active lives requires a coordinated approach across government agencies and sectors as called for in the World Health Organization's (WHO) 'Health in All Policies' approach to preventative health (World Health Organization, 2022c). In Tasmania, key existing policies which reference active living and are relevant to the SPP review are detailed as follows to provide context and background to the existing policy landscape.

The *Tasmania Statement* supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces (Premier's Health and Wellbeing Advisory Council, 2021). The *Tasmania Statement* creates an authorising environment for the Premier's Health and Wellbeing Advisory Council to support health and wellbeing considerations within the planning scheme.

The *Healthy Tasmania Five Year Strategic Plan 2022-26* advocates for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations (Department of Health and Human Services, 2022). The plan focuses on systems and supporting active living initiatives (Department of Health and Human Services, 2022). This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which aimed to 'create built and natural environments that enable and encourage physical activity' (Department of Infrastructure, 2010).

In 2016, a Parliamentary Select Committee Inquiry into Preventative Health Report outlined key findings and recommendations. The Heart Foundation previously highlighted the report's key findings and recommendations in relation to active living in its 2016 *Representation to the Final Draft State Planning Provisions* as follows (Heart Foundation, 2016):

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

(k) The importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. *The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.*

- d) *Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;*
- e) *Government ensures transport infrastructure planning and policy decisions embody liveability principles; and*
- f) *Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.*

Findings (page 8):

22. *The built environment is a significant contributor to improving longer term health and wellbeing outcomes.*

23. *There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.*

Health and wellbeing are embedded in the SPPs under *Schedule 1 Objectives of the Resource Management and Planning System (RMPS)* and specifically the *Land Use Planning and Approvals Act 1993 (LUPAA)* Part 2 Objective (1)(f):

'To promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation...'

Whilst the SPP Review Scoping Paper is limited specifically to the five-year review of the SPP implementation, it will be important to subsequently review the SPPs for compatibility with Tasmanian Planning Policies currently under review. Examples of how a further detailed review of SPPs might be improved to meet Schedule 1, Part 2 Objective are comprehensively set out in the *Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016* (Heart Foundation, 2016).

Summary of Active Living Policies

Tasmanian

Tasmania Statement – Working Together for the Health and Wellbeing of Tasmanians (Premier's Health and Wellbeing Advisory Council, 2021)

Healthy Tasmania Five-Year Strategic Plan 2022-26 (Department of Health and Human Services, 2022)

Joint Select Committee Inquiry Into Preventative Health Report (Parliament of Tasmania, 2016)

Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (Heart Foundation, 2016)

Tasmania's Walking and Cycling for Active Transport Strategy 2011-2021 (Department of Infrastructure, 2010)

Hobart City Deal (Commonwealth of Australia, 2019)

The Southern Tasmanian Regional Land Use Strategy (STRLUS) 2010-2035 – Regional Policies 10, 11, 13, 18 and 19 (State Planning Office, 2010)

National¹⁰

National Preventative Health Strategy 2021-30 (Department of Health, 2021)

National Obesity Strategy 2022-32 (Commonwealth of Australia, 2022)

Getting Australia Active III – a Systems Approach to Physical Activity for Policy Makers (Bellew et al., 2020)

National Heart Foundation - Blueprint for an Active Australia (National Heart Foundation of Australia, 2019)

National Heart Foundation – Healthy Active by Design (National Heart Foundation of Australia, 2017)

International

Global Action Plan on Physical Activity 2018-30 (World Health Organization, 2018)

International Society for Physical Activity and Health- Eight Investments that Work for Physical Activity (International Society for Physical Activity and Health, 2020)

United Nations Sustainable Development Goals (UN General Assembly, October 2015)

¹⁰ There is no **National Physical Activity Plan** to provide an overarching framework for addressing physical inactivity and guide future action. In 2020, the Australian Prevention Partnership Centre published [Getting Australia Active III : A systems approach to physical activity for policy makers](#) which identifies eight key areas for action to address physical inactivity. This serves as a guide for policy makers in Australia in the absence of a national plan.

TALC Response to Scoping Paper Questions

1. Which parts of the SPPs do you think work well?

No comment.

2. Which parts of the SPPs do you think could be improved?

Health in All Policies

The Parliament of Tasmania *Select Committee Inquiry Into Preventative Health Report* recommended Government ‘adopt a ‘Health in All Policies’ approach to improving the health and wellbeing of Tasmanians’ (Parliament of Tasmania, 2016). The SPPs review provides an opportunity to better align the SPPs with a ‘Health in All Policies’ approach.

In a broader policy context, it is important to consider how the Tasmanian Planning Policies will be developed and integrated with current Government initiatives including development of a Sustainability Strategy, Wellbeing Framework and Review of Local Government.

SPP Purpose Statements clause 2.1

Currently, the Planning Scheme Purpose simply refers to the Resource Management Planning System (RMPS) objectives. The SPPs lack statements about desired outcomes, which leave the contents of the SPPs in a policy vacuum. Specifically, they do not currently reference their relationship to population health or wellbeing.

TALC recommends under the SPPs Planning Scheme Purpose clause 2.1 to include a statement of outcomes within the framework of the RMPS objectives with specific reference to health and wellbeing.

Furthermore, TALC recommends inclusion in the purpose and the objectives for each zone, use standards, development standards and codes, the desired health and wellbeing outcomes from the implementation of the specific provision.

The mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing should be explicit. For example, provisions should improve food security, social inclusion the quality of the public realm to optimise walkability, reduce travel distances between locations, improve air quality, safety, comfort, and increase active travel opportunities.

Active Living

The SPPs should focus on active living through the built environment. A key aspect of active living is the provision of public open space (POS). TALC notes the following issues relating to the provision and retention of POS:

- POS being viewed as a tradable commodity since legislation removed the requirement that POS be held in perpetuity;
- A preference away from small neighbourhood parks towards centralised playgrounds (mainly accessed by car);
- Loss of legislation requiring the provision of riparian and littoral reserves, as was the case for pre 1993 legislation;
- Planning lacking for lifecycle changes in neighbourhoods (i.e., differing requirements as residents age and young families replace); and
- Limited strategic planning for POS.

TALC proposes the following actions related to the SPPs which can have a positive impact on active living:

- Leverage off the opportunity of the COVID-19 pandemic with a renewed interest in local parks and recreation locally;
- Review the Local Government of Tasmania (LGAT) *Tasmanian Subdivision Guidelines October 2013* and *Tasmanian Standard Drawings 2020*. These documents should enhance (and not hinder) planning and design for streets which promote active travel, rather than simply focusing on engineering detail; and
- Identify elements of each Regional Land Use Strategy that relate to active living principles and align the SPPs with these. For example, taking the STRLUS, TALC recommends alignment with regional Policies 10, 11, 13, 18 and 19 (11).

TALC recommends the following provisions within the SPPs to improve active living:

- Insert use and development standards focusing on community-led housing models for increasing residential density; and
- Include standards for the provision of POS and littoral and riparian reserves.

Active Travel

TALC recommends the SPPs make specific provisions for streets that are inclusive for all users to improve active travel through:

- Permeability and connectivity of streets and paths, and limiting dead end cul-de-sacs; and

- Reviewing standards that prevent or are averse to varying street widths, alignment etc to suit the street function with reference to public transport, walking and cycling provision, zero building setbacks, shop top housing, and main street shopping.

Climate Change

Key State, National and International policies reference the link between health and wellbeing and climate change. The *Tasmania Statement* refers to climate change and health, stating ‘we need to continue to take practical action on climate change and poverty because they impact on the health and wellbeing of current and future generations of Tasmanians’ (Premier’s Health and Wellbeing Advisory Council, 2021). Australia is a signatory to the United Nations 2030 Agenda for Sustainable Development which includes 17 Sustainable Development Goals which include addressing climate change (UN General Assembly, October 2015). The robust research evidence and direct reference in the *Tasmania Statement* create a call to action to consider climate change across all policies and is critically relevant in reviewing the SPPs.

The Medical Journal of Australia’s 2021 report on the health impacts of climate change found that ‘Australians are increasingly exposed to and vulnerable to excess heat and that this is already limiting our way of life, increasing the risk of heat stress during outdoor sports, and decreasing work productivity across a range of sectors’ (Paul J Beggs et al., 2021). In addition, the report notes that ‘other weather extremes are also on the rise, resulting in escalating social, economic and health impacts’ (Paul J Beggs et al., 2021).

The Heart Foundation’s *Blueprint for an Active Australia* asserts ‘emphasising urban resilience, through inclusive, safe and sustainable design is critical to addressing climate change. Also, the national and international uptake of renewable energy can also help propel a required energy efficiency mode-shift toward more public transport and active transport modes’ (National Heart Foundation of Australia, 2019). *Getting Australia Active III: A systems approach to physical activity for policy makers* highlights the policy co-benefits for active transport and PA including climate change mitigation (Bellew et al., 2020). This policy guide asserts interventions to promote active transport need to be implemented in conjunction with interventions that address the built form and land use to achieve co-benefits of health and climate change mitigation (Bellew et al., 2020).

Throughout this submission, TALC recommends provisions which support active and public transport, urban greening and public open space all of which address the impact of climate change on health and wellbeing (see summary of TALC recommendations numbers 5, 8, 9, 12 and 16). TALC recommends prioritising these provisions which provide contemporary responses to climate change.

3. What improvements do you think should be prioritised?

TALC recommends prioritising improvements supporting:

1. Provision and prioritisation of active travel modes (eg walking, cycling, public transport) and the transport infrastructure that is inclusive for all users;
2. Provision of quality footpaths and cycleway networks;
3. Access to quality POS; parks; playgrounds with shade and shelter;
4. Liveability;
5. Food security;
6. Social inclusion;
7. Climate change; and
8. Workplace health and wellbeing.

4. Are there any requirements that you don't think should be in the SPPs?

No comment.

5. Are there additional requirements that you think should be included in the SPPs?

TALC asserts that compared to the Interim Planning Schemes (in place from 2015-2021), the SPPs do not have the tools to deliver good outcomes for health and wellbeing, liveability, food security, social inclusion, climate change and workplace health and wellbeing. The following additional requirements are proposed as mechanisms for the SPPs to address the priorities outlined under question three.

Site and Building Design

Design standards have been removed from the SPPs around access to sunlight, outdoor areas, and quality green space, which is critical for health and wellbeing in the home. This has become increasingly important during restrictions in response to the COVID-19 pandemic.

TALC recommends reviewing provisions around site and building designs including:

- Requirements for north facing windows;
- Requirements for private open space to be accessed directly from living areas; and
- Requirements for landscaping.

Subdivision Design

Many subdivision standards that provide health and wellbeing outcomes have been removed from the SPPs. Well-designed subdivisions are critical to active living and active travel. Compact neighbourhoods, provision of housing choice and diversity, wayfinding and POS are critical for promoting access to services and active living. Well-designed neighbourhoods that provide opportunities for healthy living have become increasingly more important during the COVID-19 pandemic.

TALC notes the following omissions around subdivision design:

- The STRLUS sets a target of 15 dwellings per hectare. This was an objective in the General Residential Zone standards in interim schemes, as was promotion of higher densities closer to services, facilities and public transport corridors and planning controls to achieve this; and
- The SPPs provide no density targets and no standards to require higher densities closer to services (minimum lot size of 450m² and no maximum lot size). For example, a developer could be advised by a real estate agent that 700m² lots are selling best and therefore deliver only lots at this size (approximately 10 dwelling per hectare).

TALC recommends the following key actions to address these issues:

- Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
- Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.

Public Open Spaces Code

Ways and POS requirements have been removed from the SPPs. Previous interim schemes included provisions for high-quality POS and wayfinding. This now falls to individual Council Policies under the *Local Government (Building and Miscellaneous) Act 1993*, which lacks consistency and transparency for stakeholders. The SPPs offer an opportunity to significantly enhance POS. This can be through improving the value and use of existing POS, such as parks and natural areas, through ensuring they are useable, accessible and have sufficient facilities to encourage maximum utilisation (such as public toilets, seating, play equipment, and shade). There is also opportunity the provision of new POS including parks and natural areas, greenways, landscaping and planting, community gardens, and areas that foster a sense of community whilst providing a greater connection with nature.

POS comprise spaces that are freely accessible to everyone such as streets, squares, parks, natural features, landmarks, building interfaces, green spaces, pedestrian and bike ways, and other outdoor places (National Heart Foundation of Australia, 2017). POS should not be seen in isolation but in the context of adjacent buildings, its uses and location in a wider network of public and private spaces.

The quality of the POS influences how much time people spend being active or in nature, both of which directly influence health and wellbeing. Public areas that are aesthetically pleasing, safe, clean and comfortable attract people to the area thus leading to increased walking, cycling, and opportunities for social interaction. The Heart Foundation's *Healthy Active by Design* framework reports that residents with a larger neighbourhood parks within 1600 m engage in 150 minutes more recreational walking per week than those with smaller parks (National Heart Foundation of Australia, 2017). Research links physical activity in or near green space to important health outcomes including obesity reduction, lower blood pressure and extended life spans (Davern et al., 2017). Sufficient provision of POS including parks and reserves, sporting facilities, community gardens and greenways is important in supporting opportunities for being active.

TALC recommends the development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.

Urban Greening

A growing body of evidence demonstrates that urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (Byrne, 2021, National Heart Foundation of Australia, 2019, Davern et al., 2017).

TALC notes a lack of opportunities to encourage green infrastructure under the SPPs. TALC's Discussion Paper - *Tasmania's Planning System – Opportunities for Health and Wellbeing* demonstrated difficulties in providing green spaces under the SPPs through a case study of Brighton Council's *Greening Brighton Strategy* (the Strategy). The Strategy aims to increase trees across Brighton's urban areas through strategic tree planting, including in private developments and subdivisions.

Implementation of the Strategy under the SPPs is extremely difficult, given the provisions do not promote urban greening at all. There are no landscaping requirements for units, commercial developments, streets, or vegetation retention (except if priority vegetation). To address the limitations of the SPPs, Council tried to introduce a Landscaping Specific Area Plan as part of its Local Provisions Schedule (LPS), but it was rejected by the Tasmanian Planning Commission. This case study demonstrates the roadblocks created by the SPPs for local government in providing green spaces.

Research indicates that urban greenery including trees, vegetation and green surfaces (eg roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (Davern et al., 2017). Urban greenery can reduce temperatures by 1-4 °C (Davern et al., 2017).

TALC recommends the SPPs include provisions for urban greening such as landscaping requirements for multiple dwellings and commercial or industrial use, street trees, vegetation and green surfaces, and green POS.

Multiple Dwelling Units

Multiple dwelling units are generally smaller and have less private open space thus increasing demand for quality POS provision. Multiple dwelling units are also often inward facing and have poor passive surveillance to street frontages. They have no public land and when developed on larger sites often block potential connectivity to surrounding land. Body Corporates can be problematic on larger sites and include ongoing costs for the owner that are effectively passed on by the developer in choosing strata over subdivision.

A local example of increasing multiple dwelling units can be seen in Brighton Council on large sites as opposed to subdivisions. It can be assumed that in part this is to do with avoiding POS contribution fees and other subdivision costs (eg utility connections). This impacts on the liveability of these residential areas as they lack access to POS, connectivity through active and public transport and reduced passive surveillance.

TALC recommends the SPPs include provisions which encourage subdivision instead of strata where possible and ensure there is equity in dwelling density settings, POS contributions, improved passive surveillance and connectivity.

Social inclusion

The *Joint Select Committee Inquiry Into Preventative Health Report* identified social inclusion as a key social determinant that impacts on health (Parliament of Tasmania, 2016). The report highlighted the importance of a focus on implementation of measures increasing social inclusion across all government agencies (Parliament of Tasmania, 2016).

The way density is designed should account for the varying needs of different population groups. Designing and locating safe, affordable, well-connected, higher density housing options is important for different age groups to be able to access the housing market appropriate for their lifestyle and situation (The Department for Communities and Social Inclusion, 2013). Providing a diversity of housing options increases the likelihood that people of lower socioeconomic backgrounds have convenient access to public transport, health services, schools and employment opportunities (The Department for Communities and Social Inclusion, 2013). Ensuring people can work close to where they live will provide more equitable access to employment and services.

The quality of the public realm influences whether people feel safe and comfortable in that area as well as opportunities for social interaction, particularly for women and children. Design of the public

realm supports social inclusion through taking into account how that space operates during different times of the day, with different demographics using it, and across all seasons of the year (Hulse et al., 2011).

Feeling unsafe in public spaces has a significant impact on whether residents, specifically women, the elderly and young children are prepared to use them. Designing spaces which support activities attract more people and promote the perception that they are orderly and peaceful, can be important for social groups in enhancing active living opportunities, and support overall community liveability (Hulse et al., 2011).

It is important to consider the role of the built environment on mobility limitations and disability to ensure accessible movement networks are created and maintained. This will support older adults to age in place and improve quality of life through the encouragement of participation in physical activity, exposure to the natural environment, and social interaction with friends and neighbours (Hulse et al., 2011).

Access to local opportunities for physical activity for exercise, recreation or active transport supports social inclusion and builds a sense of community connectedness beneficial to health and wellbeing (National Heart Foundation of Australia, 2019, National Heart Foundation of Australia, 2017). The Heart Foundation's *Healthy Active by Design* resource asserts that 'an essential part of good governance is embedding a socially inclusive and respectful approach to older people into policies and processes' (National Heart Foundation of Australia, 2017). This principle could equally be applied to how the SPPs impact all social determinants of health. The design of the places we live, work and play must be inclusive of all community members.

The SPPs can act as a mechanism to enhance social inclusion by providing safe, affordable, well-connected, higher density housing options, access to public open/green space, safe and enjoyable active travel networks to a variety of destinations with a focus on equity and inclusion (Heart Foundation, 2016, National Heart Foundation of Australia, 2019, Hulse et al., 2011).

6. Are there any issues that have previously been raised on the SPPs that you agree with or disagree with?

Liveable Streets Code

TALC is aware of and supports the Heart Foundation's previous recommendation of the development of a Liveable Streets Code in their 2016 *Representation to the final draft State Planning Provisions* (Heart Foundation, 2016). A Liveable Streets code, or similar, would provide measurable standards to the assessment of permit applications (Heart Foundation, 2016).

In addition, a Liveable Streets Code would support active travel through provisions that include standards for footpaths suitable for walking and requirements for safe cycling infrastructure.

Specifically, TALC recommends such a code address the following issues:

- Resolve confusing provisions over streets and roads; and
- Remove the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.

C2.0 Parking and Sustainable Transport Code

Under section C2.0 'general comments' in the *Summary of Issues Previously Raised on the SPPs* document, TALC agrees with the comment that car parking space requirements are excessive and do not encourage other forms of sustainable transport (e.g. public transport and active transport) and impacts on liveability.

TALC recommends revising the Parking and Sustainable Transport Code to comprehensively treat 'sustainable transport' as a component of active travel.

TALC is aware of and supports Bicycle Network Tasmania's recommendations for the provision of bike parking for both visitors and employees, provision of safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.

Workplace health

The Heart Foundation's 'Blueprint for an Active Australia outlines evidence on the importance of being active in the workplace.

The workplace is increasingly being recognised (nationally and internationally) as a priority high reach setting for health behaviour interventions, extending from a labour-based approach to a public health 'healthy workers' approach (National Heart Foundation of Australia, 2019).

In general, a physically active workforce can improve physical and mental health, reduce absenteeism and increase productivity, thereby providing important benefits to individuals and workplaces (National Heart Foundation of Australia, 2019). Workplaces should see the implementation of physical activity programs as a strategic business enhancement opportunity (National Heart Foundation of Australia, 2019).

TALC is aware of and supports the Heart Foundation's previous detailed recommendations related to workplace health in their 2016 *Representation to the final draft State Planning Provisions* (Heart Foundation, 2016). The representation asserts that workplaces can 'support increased levels of physical activity through the design of a building's circulation system, encouragement of stair use, the provision of end-of-trip facilities (such a secure bicycle storage and change facilities), and there is convenient and safe access to public transport' (Heart Foundation, 2016). In addition, 'safe access to workplaces by active travel is enhanced where buildings provide for natural surveillance of outside spaces and the street' (Heart Foundation, 2016).

The SPPs provide a mechanism for supporting healthy workplaces through provisions that address these barriers and enablers to physical activity in the workplace and during commutes. TALC recommends reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (Heart Foundation, 2016).

Food Security

Whilst TALC's primary interest in the SPP review is in reference to active living, the importance of a food system that provides access to healthy and affordable food locally is acknowledged. A more-accessible urban environment in which active travel can be used to access healthy local food provides a range of health, wellbeing and environmental benefits (Department of Agriculture Water and the Environment, 2021).

The *Joint Select Committee Inquiry Into Preventative Health Report* specifically references access to food under finding 30 'it is important that people have access to healthy affordable food' (Parliament of Tasmania, 2016).

TALC is aware of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (Heart Foundation, 2016). Whilst comments to this level of detail are out of scope for this submission, TALC is supportive of the Heart Foundation's food security recommendations.

7. Are there any of the issues summarised in the Review of Tasmania's Residential Development Standards – Issues Paper that you agree or disagree with?

3.2 Planning Directive No. 4.1 and the SPPs

In reference to the revision of prescriptions for north facing windows: TALC recommends this directive is revisited and considered in tandem with other energy efficient aspects of building design. While a north facing window is not a discrete measure of success, it is one element that contributes to energy performance of a dwelling alongside other measures.

4.3 Detailed comments on residential development standards

TALC recommends redrafting of Residential Development Standards to reference open space in relation to access, dimensions, permeable surfaces, green areas, privacy, and solar access. Providing direct access to open space from habitable rooms can encourage biophilic design and connection with nature, enhancing the indoor-outdoor relationship. Incorporating these principles within urban

infill environments and higher density residential developments enhance liveability and active living (Department of Agriculture Water and the Environment, 2021).

4.3.6 Standards for garage and carport opening widths

TALC recommends in the case of multiple dwellings and group developments, consideration be given to laneways, rear access, and grouping of driveways to reduce the number of crossings and maximise pedestrian access.

4.3.8 Frontage fences

Fence height and transparency contributes towards crime prevention through environmental design by allowing sightlines between habitable rooms and the street ('eyes on the street') (Australian Institute of Criminology, 2012). This supports active living through enabling people to transverse public spaces at different times of the day with passive surveillance in turn reducing crime (Australian Institute of Criminology, 2012).

4.4 Other issues

Tandem or jockey car parking spaces are not supportive of active living unless in a policy environment supportive of electric vehicles. TALC recommends individual parking spaces should be reduced, and public transport and other active forms of travel prioritised.

Summary of TALC recommendations for SPP review

1. Consider how the Tasmanian Planning Policies will be developed and integrated with existing relevant policies and planned policies (eg Sustainability Strategy, Wellbeing Framework and Review of Local Government).
2. Reference health and wellbeing outcomes in the SPPs including:
 - 2.1. Clause 2.1 purpose to state how the RMPS objectives give effect to health and wellbeing.
 - 2.2. Inclusion in the purpose and the objectives for each zone, use standard, development standard, and codes the desired health and wellbeing outcomes from the implementation of the specific provision.
 - 2.3. Detail the mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing.
3. Insert use and development standards focusing on community led housing models for increasing residential density.
4. Include standards for the provision of POS and littoral and riparian reserves.
5. Improve provisions for active transport which provide:
 - 5.1. Permeability and connectivity of streets and paths;
 - 5.2. Limited dead end cul-de-sacs; and
 - 5.3. Varying street widths and alignment to suit the street function.
6. Review provisions around site and building designs including:
 - 6.1. Requirements for north facing windows;
 - 6.2. Requirements for private open space to be accessed directly from living areas; and
 - 6.3. Requirements for landscaping
7. Review of provisions for subdivision design including:
 - 7.1. Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
 - 7.2. Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.
8. Development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.
9. Revise provisions related to urban greenery including:
 - 9.1. Landscaping requirements for multiple dwellings and commercial or industrial use;
 - 9.2. Require street trees in new subdivisions; and
 - 9.3. Provisions for access to open green space.
10. Revise provisions related to multiple dwelling units to:
 - 10.1. Encourage subdivision instead of strata where possible;
 - 10.2. Ensure equity in dwelling density settings;

- 10.3.Ensure POS contributions; and
- 10.4.Improve passive surveillance and connectivity.
- 11. Social Inclusion - consider how the SPPs can promote social inclusion.
- 12. Development of a Liveable Streets Code in line with the Heart Foundation's 2016 *Representation to the final draft State Planning Provisions* (Heart Foundation, 2016).
- 13. Review of the Parking and Sustainable Transport Code to:
 - 13.1.Comprehensively treat 'sustainable transport' as a component of active travel; and
 - 13.2.Include provisions for safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.
- 14. Workplace health and wellbeing - reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (Heart Foundation, 2016).
- 15. Food security – review of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (Heart Foundation, 2016).
- 16. Further review of the Residential Development Standards including:
 - 16.1.provision of POS;
 - 16.2.Provisions for laneways, rear access, and grouping of driveways to maximise pedestrian access in multiple dwellings and group developments;
 - 16.3.Requirements for parking spaces and provisions for secure bicycle parking;
 - 16.4.Provision of north facing windows;
 - 16.5.Consideration of crime prevention through environmental design principles; and
 - 16.6.Prioritising active transport modes and limiting individual car parking spaces.

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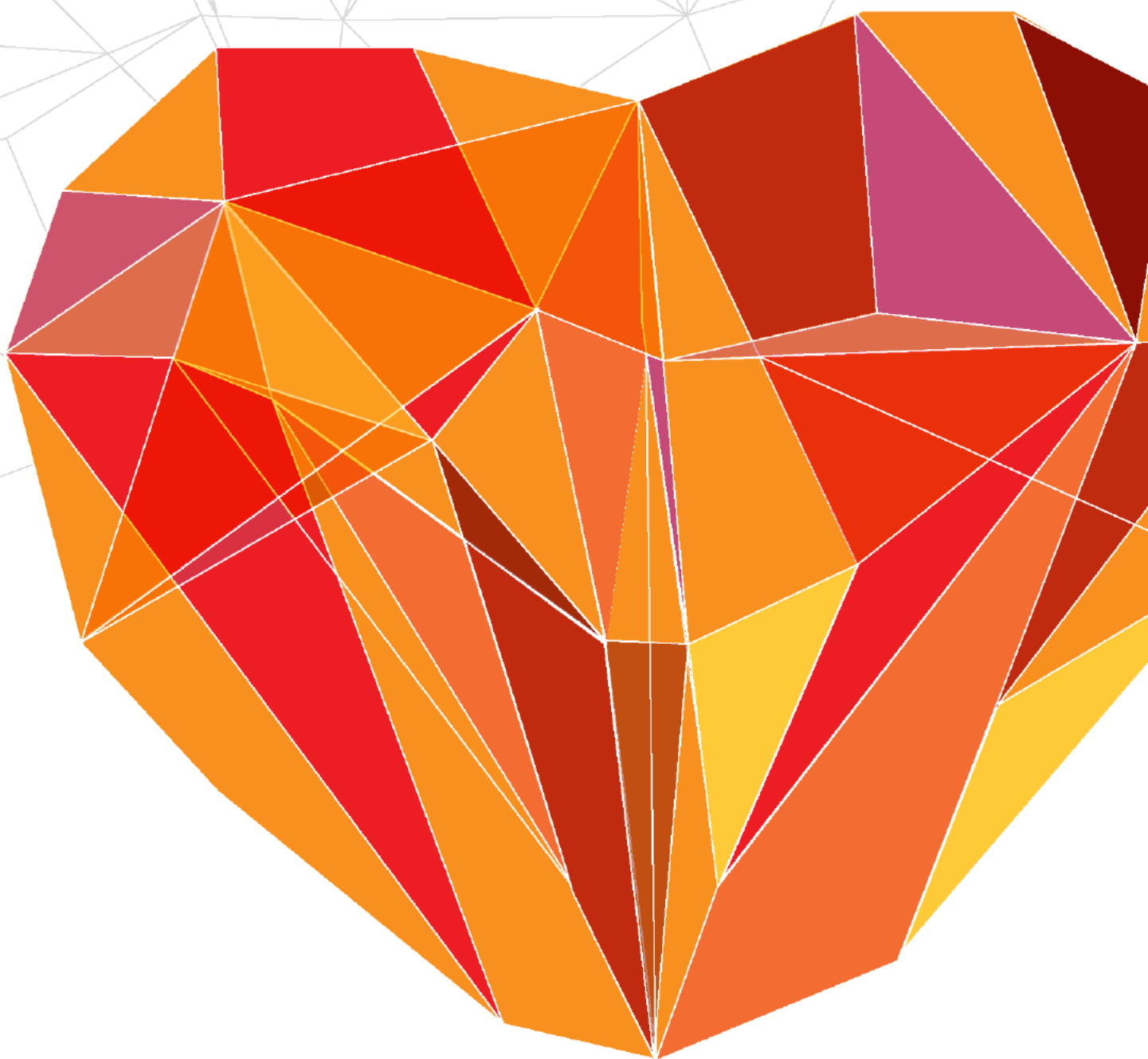
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Heart Foundation representation to the final
draft State Planning Provisions 7 March 2016

18 May 2016



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Glossary

AS	acceptable solution
JSCPH	Joint Select Committee Inquiry into Preventative Health
LPS	Local Provisions Schedules
LUPAA	<i>Land Use Planning and Approvals Act 1993</i>
PAL State Policy	State Policy on the Protection of Agricultural Land 2009
PAN	Planning Advisory Note
PC	performance criteria
RMPS	Resource Management and Planning System
SPPs	State Planning Provisions

A. Introduction

The Heart Foundation welcomes the opportunity to submit our representation to the Final Draft State Planning Provisions 7 March 2016 (SPPs).

The object of the representation is to make *health and wellbeing* a key outcome from the operation of the future Tasmanian Planning Scheme.

The rationale and supporting evidence for the recommended amendments is contained in the substantive part of the representation.

Annexure 2 contains the Heart Foundation's recommended amendments to the SPPs in chronological clause number order.

Principal interest of the Heart Foundation

The principal interest of the Heart Foundation is to have the SPPs for the Tasmanian Planning Scheme enhance (and not hinder) physical activity and access to healthy food for community health and wellbeing.

Therefore the Heart Foundation seeks to have *health and wellbeing* a priority outcome from land use planning as regulated through the proposed Tasmanian Planning Scheme.

Why focus on health and wellbeing?

Healthy communities are central to why we plan. Yet there is considerable evidence that our cities and towns are not assisting in improving population health and wellbeing.

Planning schemes primarily concern use and development on land that forms the built environment.

The built environment means the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features; all relevant matters for the proposed Tasmanian Planning Scheme to address.

The link between the built environment and health and wellbeing is well established. The built environment can be an influential determinant on the rate of death and suffering from chronic disease including heart, stroke and blood vessel disease, along with a range of other chronic diseases prevalent in the Tasmanian community.

Planning that delivers thoughtfully designed and built environments can contribute to reduced or deferred incidence of chronic disease and reduce inequities. For instance, provisions in planning schemes relating to density and transport can contribute to realising the health benefits from walking and cycling.

The Tasmanian Planning Scheme needs to be explicit in articulating how the Schedule 1 objectives of LUPAA are furthered with health and wellbeing a clearly identified subject of its provisions.¹

State Planning Provision's documents

Documents relevant to this representation:

- Draft State Planning Provisions 7 March 2016 (SPPs)
- Terms of Reference issued by The Minister for Planning and Local Government, the Hon. Peter Gutwein 18 December 2015
- *Land Use Planning and Approvals Act 1993* (LUPAA)
- Explanatory Document for the draft of the State Planning Provisions of the Tasmanian Planning Scheme 7 March 2016 (Explanatory Document)

¹ Adapted from Heart Foundation submissions on the *Land Use Planning and Approvals Amendment Tasmanian Planning Scheme) Bill 2015*

Key documents and evidence informing this representation

Schedule 1 of the Resource Management and Planning System (RMPS) with specific reference to LUPAA Schedule 1 Part 2 states the objective:

*'(f) to promote the **health and wellbeing** of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation; and'*

Primary evidence in support of furthering the LUPAA objective for health and wellbeing and in support of this representation is drawn from the following:

1. The report of the [Joint Select Committee Inquiry into Preventative Health](#) (JSCPH)² that amongst its findings and recommendations are the following:

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

- (k) the importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.
 - a. Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;
 - b. Government ensures transport infrastructure planning and policy decisions embody liveability principles; and
 - c. Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.

Findings (page 8):

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes.
23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.

2. Heart Foundation "Healthy by Design" [Healthy by Design: A guide to planning and designing environments for active living in Tasmania](#)
3. Heart Foundation "The Blueprint" [Blueprint for an active Australia: Key government and community actions required to increase population levels of physical activity in Australia-2014-2017](#)
4. Heart Foundation "Draft for a State Policy for Healthy Spaces and Places" and supporting documentation [Heart Foundation \(Tasmania\) draft State Policy for Healthy Spaces and Places and the Supporting Advocacy Document](#)
5. Heart Foundation "Healthy Active by Design" [Healthy Active by Design](#)

² Parliament of Tasmania 2016

Definitions

The following terms as used in this representation are defined below:

active living means a way of life that integrates physical activity into daily routines.

active travel (transport) means travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day.

health means a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.

built environment means the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features.

food security means the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical).

Principles underpinning the representation

The representation is based on the following health, wellbeing and the built environment principles which form the tests for the examination of the draft SPPs and ultimately whether the SPPs further the objectives of LUPAA and satisfy the criteria under ss. 11, 14 and 15 of LUPAA.

1. Active living: integrating activity into daily routines.
2. Active travel: travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling.
3. Provision of public open space and reserves for aesthetic, environmental, health and economic benefits.
4. Mixed density housing to satisfy life cycle requirements and for walkable neighbourhoods.
5. Compatible mix of land uses to promote active travel
6. Food security and access to healthy food.
7. Buildings and site design actively promotes physical activity.

State Policy

The Heart Foundation's consideration of the draft SPPs is in the vacuum of little policy direction from the State Government in terms of outcomes being sought. The Tasmanian Planning Scheme is responsive to State Policy made under the *State Policies and Projects Act 1993* and not Government policy. The existing State Policies assist in this regard, but are limited in scope and say little about the aspirations for the Tasmanian towns and cities where the bulk of the population live, work, shop, learn, travel and play. A State Policy in the form of the draft *State Policy for Healthy Spaces and Places* as advocated by the Heart Foundation³ would give the necessary policy context that has the imprimatur of Parliament for application to the SPPs. Therefore this representation needs to be presumptive in advocating the policy, the evidence and deduce the changes required to the SPPs to further the Objectives of the RMPS, particularly in the context of promoting the LUPAA Part 2 Objective, *'the health and wellbeing of all Tasmanians...'*

³ See [Heart Foundation \(Tasmania\) draft State Policy for Healthy Spaces and Places](#) and the [Supporting Advocacy Document](#)

About the Heart Foundation

The National Heart Foundation of Australia (Tasmania Division) is a company limited by guarantee. The business is managed by the Chief Executive Officer (CEO) who reports to the Tasmanian Board of Directors. The Board has the responsibility for determining strategy and the corporate governance of the Tasmanian business.

The organisation known as the National Heart Foundation of Australia is a federation of related entities operating together under the provisions of a Federation Agreement. Those entities are the National Heart Foundation of Australia ACN 008 419 761 (National); and the separate National Heart Foundation entities operating in each of the States and Territories of Australia. In 2009 the National Heart Foundation celebrated its fiftieth anniversary. The National Heart Foundation operates under a group services model.

Our purpose is reduce premature death and suffering from heart, stroke and blood disease.

We are currently implementing our five year strategy For all Hearts: Making a difference to Australia's heart health (For all Hearts). For all Hearts focuses our work on four key goals:

- Healthy Hearts
- Heart Care
- Health Equity
- Heart Foundation Research

We will deliver on our strategy through financial strength, our people, advocacy, data and evaluation, reputation and relevance, innovation, integration, business systems and governance.

The Tasmanian Strategic Plan has been developed to align with For all Hearts to provide a strategic focus for the work of the Heart Foundation in Tasmania. Our goal is to deliver the best possible outcomes under the For all Hearts goals within the specific size and cohorts of the Tasmanian population; the local Tasmanian context; and the operational constraints and resources available within the relatively small Tasmanian Division.

The Heart Foundation thanks the Minister for the opportunity to provide this submission and would welcome the opportunity to discuss our submission further.

Contact

Graeme Lynch
CEO Heart Foundation



B. Elements for health and wellbeing for the State Planning Provisions (Rationale and Recommendations)

Clause 2.0

1. Purpose requires a clear set of objectives for use and development of land based on how the LUPAA objectives are furthered and how consistency is found with State Policies.
2. Purpose should include the following objectives:
 - Use and development of land encourages and supports active living for improved health outcomes.
 - Use and development of land encourages and supports active travel for improved health outcomes.
 - Public open spaces and reserves provide a well distributed network of walkable and attractive spaces strategic to local communities for their aesthetic, environmental, health and economic benefits.
 - Mixed density housing and housing that satisfies life-cycle requirements is encouraged to enhance the scope for active living and active travel.
 - Compatible land uses are co-located to promote active travel to, and between different activities.
 - The use or development of land supports a resilient, localised, healthy and sustainable food system.
 - Work places support physical activity through convenient and safe accesses providing for natural surveillance of outside spaces and the street.

Planning Scheme Purpose

The purpose of what is, presumably, to become the Tasmanian Planning Scheme is stated at Clause 2.1 Planning Scheme Purpose. The purpose is stated in terms of:

- Furthering the RMPS objectives
- Consistency with State Policies
- Implementation of regional land use strategies

LUPAA requires a planning scheme to further the objectives, to be consistent with State Policy and for SPPs to be consistent with regional land use strategies. Clause 2.1 as it stands simply repeats the legislative requirements and does not give any indication to how or why subsequent SPPs are included or how they achieve the requirements specified in LUPAA. The Explanatory Document does not assist our understanding, nor why an equivalent clause to 3.0.1 Planning Scheme Objectives in Planning Directive No. 1 is not included. The draft SPPs varies from the structural diagram for the Tasmanian Planning Scheme that had 'purpose and objectives' as part of the State Provisions⁴.

The Heart Foundation submits that the zone and code purposes and objectives for each standard do not substitute for a clear set of purpose statements for use and development of land at the front end of the

⁴ See *The Tasmanian Planning Scheme Legislative Framework* Tasmanian Government March 2015

Tasmanian Planning Scheme based on how the LUPAA objectives are furthered and how consistency is found with State Policies.

Specifically the Heart Foundation seeks to have the Tasmanian Planning Scheme prescribe objectives for the use and development of land (the 'why do we do it' statements) that embody a structure that is based on health and wellbeing outcomes. Such objectives should set the 'head powers' for subsequent provisions affecting applications for permits, guide subsequent amendments to the SPPs and the settings for the Local Provisions Schedules (LPS).

Objectives oriented to promoting and protecting health and wellbeing should be established with reference to the following principles:

- use and development standards that facilitate mixed land use and mixed density housing in cities and towns to support walkable neighbourhoods.
- use and development standards that facilitate equitable access through active travel that involves travel modes involving physical activity such as walking, cycling, and public transport. There is an emphasis on pedestrian and cyclist connectivity and permeability.
- use and development standards that improve the use, attractiveness and efficiency of the public domain including public streets, public spaces and places through facilitating active living and active travel.
- use and development standards that facilitate food security and access to healthy food.
- use and development standards that require the provision of public open space strategic to local communities for aesthetic, environmental, health and economic benefits.
- use and development standards that facilitate equitable access for buildings and design of sites where there is public access. There is suitable provision for pedestrian and cyclist access and not just requirements for vehicle access and parking.

This representation makes recommendations for the inclusion 'up-front' objectives as part of the examination of subsequent provisions.

Recommendation 1

That there be included in the State Planning Provisions a clear set of objectives for use and development of land at Clause 2.0 based on how the LUPAA objectives are furthered and how consistency is found with State Policies.

1. Active living: integrating activity into daily routines

1.1 Policy

Use and development affecting the structure of cities and towns encourages and supports active living as a normal and preferred activity for improved health outcomes.

1.2 Evidence

The Blueprint for an Active Australia⁵ assembles the evidence on the importance of being active in the workplace. The Blueprint asserts:

*Reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity*⁶

The findings of the JSCPH included⁷:

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes

23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.

1.3 State Planning Provisions relating to active living

SPPs for active living concern setting an objective at 2.0 Planning Scheme Purpose, and a review of zone purpose statements and zone standards.

Active living also strongly relates to the assignment of the zones to land parcels for the LPS and the guidance provided in the Explanatory Document, both outside the scope of representations on the SPPs but, nevertheless, commented upon.

1.4 Purpose

SPPs section 2.1 Planning Scheme Purpose insert the following objective:

Use and development of land encourages and supports active living for improved health outcomes.

1.5 Interpretation

Amenity is defined as:

means, in relation to a locality, place or building, any quality, condition or factor that makes or contributes to making the locality, place or building harmonious, pleasant or enjoyable.

⁵ See Blueprint for an active Australia Action area 1 for references on active living and the built environment

⁶ Blueprint for an active Australia page 15

⁷ Parliament of Tasmania 2016 page 8.

This definition lacks the reason for a concern for amenity, which is for the health and wellbeing of the users of the locality or place. The definition should be amended as follows:

means, in relation to a locality, place or building, any quality, condition or factor that makes or contributes to making the locality, place or building harmonious, pleasant or enjoyable and adds to the health and wellbeing of the users of the locality, place or building.

Insert additional interpretations as follows:

active living means a way of life that integrates physical activity into daily routines.

active travel means travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day.

1.6 Zones

8.1 General Residential zone - purpose

The draft zone purpose contains terms that are not helpful, omits statements on quality, but supports compatible mixed use. The amendments and reasons are shown below:

The purpose of the General Residential zone is:

8.1.1 To provide for residential use or development that accommodates a range of dwelling types at suburban densities, where full infrastructure services are available or can be provided.

The reference to 'suburban densities' is not helpful and should be deleted. It is contended that the standards for lot sizes and dwelling densities for the General Residential zone are higher than the community would perceive as being a suburban density. The reference to a range of dwelling types is valid and consistent with deleting 'suburban densities'. An additional amendment is to add 'reticulated' to the purpose statement. The addition of 'reticulated' is to separate the type of infrastructure referred to in 8.1.1 from 8.1.2 and accords with the commentary in the Explanatory Document (page 35).

Clause 8.1.1 should be amended as follows:

8.1.1 To provide for residential use or development that accommodates a range of dwelling types ~~at suburban densities~~, where full reticulated infrastructure services are available or can be provided.

8.1.2 To provide for the efficient utilisation of available and planned social, transport and other service infrastructure.

This purpose is valid in that it recognises there is a range of infrastructure required for housing areas.

8.1.3 To provide for compatible non-residential use that:

(a) primarily serves the local community; and

(b) does not cause an unreasonable loss of amenity, through noise, activity outside of business hours, traffic generation and movement, or other off site impacts.

This purpose is valid being consistent with providing for community needs ideally within walking or cycling distances of residences.

8.1.4 To ensure that non-residential use does not unreasonably displace or limit Residential use.

This purpose should be deleted because of the unquantifiable '*unreasonably*'. The use table and use and development standards should be sufficient to prevent '*unreasonably displace*'.

Clause 8.1.4 should be deleted:

~~8.1.4 To ensure that non-residential use does not unreasonably displace or limit Residential use~~

In addition it would be helpful if the purpose for the General Residential zone suggested something of a qualitative focus for improved townscape. Insert (new) clause at 8.1.4 as follows:

8.1.4 To ensure the use and development of land promotes the health, safety and amenity of residential areas.

8.3.1 General Residential zone - Use Standards for discretionary uses.

The objective of this standard is stated as:

To ensure that all discretionary uses, do not cause an unreasonable loss of amenity.

The focus of the clause should be changed from '*unreasonable*' to '*compatible*' so that discretionary uses are required to be relevant to the residential use. This contrasts with the purpose as drafted which could allow, within the available discretionary use classes, a use unrelated to residential use but simply does not cause a loss of amenity. The restated objective is consistent with the use of terms '*compatible*' and '*amenity*' for the zone purpose at 8.1.3 and that residential is the primary use for the zone. The objective at clause 8.3.1 should be restated in the positive as follows:

8.3.1 To ensure that all discretionary uses are compatible with residential use

9.1 Inner Residential zone - Purpose

Clause 9.1.3(c) states '*does not unreasonably displace or limit residential use.*' For reasons given for the deletion of clause 8.1.4, this clause should similarly be deleted.

Clause 9.1.3(c) should be deleted:

~~9.1.3(c) does not unreasonably displace or limit residential use.~~

Turning to the commentary on the allocation of the Inner Residential zone in the Explanatory Document under '*zone purpose*', there are conflicting statements (page 39) that should be deleted:

The Zone has limited application within serviced residential areas,

...this Zone should be well utilised where appropriate.

Within the Inner Residential Zone there should be a reduced expectation on suburban residential amenity,...

The Explanatory Document also refers to '*reducing the footprint of urban sprawl and providing high quality residential living in close proximity to services and the city*'. With a focus on these outcomes the Inner Residential zone should not '*have limited application*' or necessarily a reduction in residential amenity. The references to limited application and reduced amenity should be deleted from the Explanatory Document before this document becomes the basic guidance for the allocation of zones for the LP.

9.3.1 Inner Residential zone - Use Standards for discretionary uses

The objective of this standard is stated as:

To ensure that all uses listed as discretionary within the Use Table do not unreasonably impact on amenity.

For the reasons given for the recommended change to clause 8.3.1 this objective should be restated in the positive:

9.3.1 To ensure that all discretionary uses are compatible with residential use.

13.1 Urban Mixed Use zone - Zone Purpose

The Explanatory Document draws on the similarities of the Village and Mixed Use zones. The similarities should be extended as follows with an additional clause drawn from 12.1.2 for the Village zone, as follows:

The purpose of the Urban Mixed Use Zone is stated as:

13.1.1 To provide for a mix of residential, retail, community services and commercial activities in urban locations.

13.1.2 To provide for a diverse range of uses or developments that are of a type and scale that support and do not compromise the role of surrounding activity centres.

Add new clause 13.1.3 drawn from clause 12.1.2:

13.1.3 To provide amenity for residents appropriate to the mixed use characteristics of the Zone.

13.2 Urban Mixed Use zone - Use Table

Residential use in the Urban Mixed Use zone is limited to above ground floor level or to the rear of a premises. Residential use class as a stand-alone use is not available. Residential use should be added as discretionary with the qualification 'if not listed as permitted' as follows.

13.2 Use Table (Urban Mixed zone)

(Use class) Discretionary	Qualification
Residential	If not listed as permitted

13.3 Urban Mixed Use zone - Use Standards for all uses

The Urban Mixed Use zone objective should say something about amenity between different uses within the zone, not just for adjoining zones. Drawing on the objective for the Village zone at clause 12.3.1 the objectives for the standard at 13.3.1 should be omitted and the following substituted:

13.3.1 To ensure that non-Residential use:

- (a) is compatible with the adjoining uses;*
- (b) does not cause unreasonable loss of residential amenity; and*
- (c) does not cause unreasonable loss of amenity to adjoining residential zones.
(existing clause)*

1.7 Recommendations for amendments to the State Planning Provisions to facilitate active living

1. SPPs section 2.1 Planning Scheme Purpose, insert the following:

Use and development of land encourages and supports active living for improved health outcomes.

2. Clause 3.1.3 Interpretation insert and amend as follows:

amenity means, in relation to a locality, place or building, any quality, condition or factor that makes or contributes to making the locality, place or building harmonious, pleasant or enjoyable and adds to the health and wellbeing of the users of the locality, place or building.

active living means a way of life that integrates physical activity into daily routines.

active travel means travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day.

3. Amend the purpose of the General Residential zone as follows:

8.1.1 To provide for residential use or development that accommodates a range of dwelling types at suburban densities, where full reticulated infrastructure services are available or can be provided.

~~*8.1.4 To ensure that non-residential use does not unreasonably displace or limit Residential use.*~~

8.1.4 To ensure the use and development of land promotes the health, safety and amenity of residential areas.

4. Omit the objective at clause 8.3.1 and substitute:

8.3.1 To ensure that all discretionary uses are compatible with residential use.

5. Amend the purpose of the Inner Residential zone to delete clause 9.1.3(c) as follows:

9.1.3(c) does not unreasonably displace or limit residential use.

6. Omit the objective at clause 9.3.1 and substitute:

9.3.1 To ensure that all discretionary uses are compatible with residential use.

7. Insert additional clause 13.1.3 for the purpose of the Urban Mixed Use zone as follows:

13.1.3 To provide amenity for residents appropriate to the mixed use characteristics of the zone.

8. Insert at clause 13.2 Use Table for the Urban Mixed zone the following:

(Use class) Discretionary	Qualification
Residential	If not listed as permitted

9. Omit the objective for the Urban Mixed Use zone at clause 13.3.1 and substitute the following:

13.3.1 To ensure that non-Residential use:

- (a) is compatible with the adjoining uses;*
- (b) does not cause unreasonable loss of residential amenity; and*
- (c) does not cause unreasonable loss of amenity to adjoining residential zones.*

2. Active travel: travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling.

2.1 Policy

Use and development affecting the structure of cities and towns encourages and supports active travel for improved health outcomes.

2.2 Evidence

The Blueprint for an Active Australia⁸ assembles the evidence on the importance of creating built environments that support active living. The Blueprint asserts:

*Reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity.*⁹

The recommendations and findings of the JSCPH referred to active transport, including¹⁰:

4.c. Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.

The State Government has adopted the *Positive Provision Policy for cycling infrastructure*.¹¹ The Policy primarily shifts the onus on the State Road Authority to show why cycling infrastructure should not be provided.

Planning Advisory Note (PAN) 11 Integration of Land Use Planning and Transport in Planning Schemes¹² contends:

Integration of land use planning and transport is a major means for furthering sustainable development, securing a pleasant, efficient and safe environment, and protecting public infrastructure in accordance with Schedule 1 Part 1 Objectives and Part 2 Objectives (f) and (h) of the Land Use Planning and Approvals Act 1993.

Planning schemes can play an important part in promoting more sustainable use of land and transport resources.

The resource '*Streets for People, Compendium for Australian Practice*' developed by the Government of South Australia, Heart Foundation and others, provides a comprehensive resource on the design of street that focus on user requirements.¹³

Currently, despite numerous documents defining the planning context for streets such provisions have been absent in planning instruments. The absence of provisions relating to streets have meant various guidelines have filled the void¹⁴. These guidelines have generally been focussed on engineering standards which have been motor vehicle centric and have done little to promote the broader community function of streets as places for people, including suitable provision for walking, cycling and

⁸ See *Blueprint for an active Australia, Action area 1 for references on active living and the built environment*

⁹ *Blueprint for an active Australia page 15*

¹⁰ *Parliament of Tasmania 2016 page 8*

¹¹ *DIER Positive Provision Policy for cycling infrastructure October 2013, adopted policy as stated in the draft Climate Change Action Plan 2016-2021*

¹² *Planning Advisory Note 11 Tasmanian Planning Commission September 2009. PAN 11 is a document to have regard to as specified in the Minister's Terms of Reference for the draft State Planning Provisions, December 2015.*

¹³ *Streets for People Compendium for South Australian Practice: Government of South Australia, Heart Foundation and others 2012.*

¹⁴ See for instance *LGAT Tasmanian Subdivision Guidelines October 2013 and Tasmanian Standard Drawings.*

public transport. It is contended that functioning streets are a major determinant of health and wellbeing as well as the economic value of adjoining properties.

2.3 State Planning Provisions relating to active travel

SPPs for active travel concern setting an objective at 2.0 Planning Scheme Purpose, a review of zone purpose statements and zone standards and an advocacy for a Liveable Streets code.

The challenge is to have the SPPs and LPS translate health and wellbeing into statutory provisions and standards where they affect the design of streets and particularly where the use and development for roads and streets have hitherto mostly not been the concern of planning schemes.

2.4 Purpose

SPPs section 2.1 Planning Scheme Purpose insert the following:

Use and development of land encourages and supports active travel for improved health outcomes.

2.5 Interpretation

Road: The interpretation for 'road' needs to include 'street' to be consistent with the application of 'street' in the various standards for the SPPs. Alternatively there is a need for separate interpretations 'road' and 'street'. In this regard the *Local Government (Building and Miscellaneous Provisions) Act 1993* is instructive. That Act separates 'road' from 'street' but with 'street' being a sub-set of road.

The interpretation for 'road' should be amended to include 'street' as follows:

road: means land over which the general public has permanent right of passage, including the whole width between abutting property boundaries, all footpaths and the like, and all bridges over which such a road passes and as the context requires road includes street.

As concepts such as 'streetscape' (a defined term in the SPPs), 'complete streets', 'walkable streets', etc. do not similarly apply to roads, and to refocus on the function of urban streets, separate road and street definitions are required. Possible definition splits could be urban/rural or by state/local government road authority or by road hierarchy.

The State Road Hierarchy¹⁵ provides a potential split between roads and streets with the State Hierarchy of Categories 1 – 4 being classed as road and all other roads classed as streets. A State roads, local streets separation is consistent with the structure of the Road and Rail Assets Code in the SPPs.

Amended interpretations to be inserted at Clause 3.1.3 are as follows:

road: means land over which the general public has permanent right of passage, including the whole width between abutting property boundaries, all footpaths and the like, and all bridges over which such a road passes and includes all State roads.

street: means a road that is not a State road.

Separate interpretations for 'road' and 'street' is preferred as it enables particular requirements of streets to be separately addressed.

2.6 Exemptions

The interpretation 'minor utilities' interfaces with the use class 'utilities'. Where minor utilities appears in a zone use table as a qualified 'no permit required' use this contrasts with the exemptions (see below) for 'minor infrastructure'. The implication is that for a no permit required use or development, there are

¹⁵ Roads for our Future - State Road Hierarchy Department of State Growth Tasmania, undated.

additional tests through provisions of the planning scheme whereas for exemptions nothing in the planning scheme applies.

There is therefore a need to clarify the application of the SPPs to roads and streets through a review of interpretation, exemptions and use class definitions and, in addition, to amend the exemptions such that the provision and upgrading of roads and streets is not *exempt* or '*no permit required*' use or development.

The exemption for '*minor infrastructure*' covers '*provision ... of footpaths, cycle paths...*'. In comparison, the exemption for '*road works*' includes footpaths. Whilst the listed items in the two exemptions are presumably inclusive rather than exclusive lists, nevertheless the interpretations need to be reviewed such that the design and planning of roads, footpaths, cycle paths etc are not exempt from the provisions of the planning scheme and permits arising. The capacity for a planning scheme assessment is required for new road and street infrastructure, including upgrading, discrete from the exemption for maintenance and repair.

The fundamental position is that design and planning as in upgrading and initial provision should not be exempt as new road and street infrastructure is critical to planning, including realising the strong nexus between transport and land use.

Turning to the exemption for minor infrastructure this covers the provision, maintenance and modification of footpaths, cycle paths, playground equipment, seating, shelters, bus stops and bus shelters, street lighting, telephone booths, public toilets, post boxes, cycle racks, fire hydrants, drinking fountains, rubbish bins, public art, associated signs and the like on public land. The exemption should be modified to delete the provision of foot paths and cycle paths.

With the above changes, works involving provision and upgrading of road, street and path infrastructure will be a matter for the SPPs as determined by the zoning and codes.

Also to be noted is that clause 7.2.1 *Development for Existing Discretionary Uses* may change the status of development for a road where there is no change of use or intensification of an existing use.

Amendments to the exemptions to separate '*provision*' from '*maintenance and repair*' as well as a definitional separation between '*road*' and '*street*' are as follows:

Use or Development	Qualifications
road works	<p>Maintenance and repair of roads and <u>streets</u> upgrading by or on behalf of the road authority which may extend up to 3m outside the road reserve including:</p> <ul style="list-style-type: none"> (a) widening or narrowing of existing carriageways; (b) making, placing or upgrading kerbs, gutters, footpaths, shoulders, roadsides, traffic control devices, line markings, street lighting, safety barriers, signs, fencing and landscaping unless subject to the Local Historic Heritage Code; or (c) repair of bridges, or replacement of bridges of similar size in the same or adjacent location.

Use or Development	Qualifications
minor infrastructure	<p>(a) Provision, Maintenance and modification of footpaths, cycle paths.</p> <p>(b) Provision, maintenance and modification of playground equipment, seating, shelters, bus stops and bus shelters, street lighting, telephone booths, public toilets, post boxes, cycle racks, fire hydrants, drinking fountains, rubbish bins, public art, associated signs and the like on public land.</p>

2.7 Zones

The draft SPPs provide standards for roads as development associated with subdivision in the General Residential, Inner Residential, Low Density Residential zones and a truncated standard in the Village zone. The remaining zones particularly the Urban Mixed Use, and Business and Commercial zones make no provisions for roads.

The Heart Foundation contends that to realise the intrinsic value of roads and streets as they contribute to equitable access, economic, environmental and amenity values and health benefits to be gained the simple association with subdivision must be removed. This can be starting with the General Residential Zone, as follows:

Delete clause 8.6.2 Roads except for standard A2/P2.

Relocate standard 8.6.2 A2/P2 to clause 8.6.1 where it is a better fit as the subject is '*lot orientation*' not '*roads*'.

Insert (new) standard as clause 8.7 being a modification from existing clause 8.6.2 as follows:

8.7 Development Standards for Streets

Objective	<p>To ensure that the arrangement of new <u>development for roads streets within a subdivision</u> provides for:</p> <p>(a) a legible road hierarchy that sets the function of streets based on through traffic, the requirements for public transport, the adjoining land use and the connectivity and permeability for pedestrian networks and cycle ways;</p> <p>(b) safe, convenient and efficient connections to assist accessibility and mobility of the community;</p> <p>(c) the adequate accommodation of vehicular, pedestrian, cycling and public transport traffic; and</p> <p>(d) the efficient subdivision development of the entirety of the land and of surrounding land; and</p> <p>(e) the efficient ultimate development of the entirety of the land and of surrounding land; and the integration of land use and transport.</p>
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Acceptable Solutions	Performance Criteria
<p>A1 There are no acceptable solutions. The subdivision includes no new roads.</p>	<p>P1 The arrangement and construction of roads <u>Development for streets within a subdivision</u> must satisfy all of the following:</p> <ul style="list-style-type: none"> (a) the route and standard of roads <u>streets</u> accords with any relevant road network plan adopted by the Planning Authority; (b) the appropriate and reasonable future subdivision of the entirety of any balance lot is not compromised; (c) the future subdivision of any adjoining or adjacent land with subdivision potential is facilitated through the provision of connector roads and pedestrian paths, where appropriate, to common boundaries; (d) an acceptable level of access, safety, convenience and legibility is provided <u>for all street users</u> through a consistent road function hierarchy; (e) connectivity with the neighbourhood road <u>street</u> network <u>through streets and paths</u> is maximised <u>maximized</u>. <u>Cul-de-sac and other non-through streets are minimized</u>; (f) the travel distance <u>for walking and cycling</u> between key destinations such as shops and services is minimised; (g) walking, cycling and the efficient movement of public transport <u>and provision of public transport infrastructure</u> is facilitated; (h) provision is made for bicycle infrastructure on new arterial and collector roads in accordance with Austroads Guide to Road Design Part 6A as amended; <u>and</u> (i) any adjacent existing grid pattern of streets is extended, where there are no significant topographical constraints.

Based on the amendments sought for clause 8.6.2 and to insert new clause 8.7, the same provisions for streets should be duplicated for the following zones:

Zone	Existing clause	New clauses	Notes
Inner Residential	9.6.2	9.7	Zone currently contains standards as per the General Residential zone.
Low Density Residential	10.6.2	10.7	Zone currently contains standards as per the General Residential zone.
Rural Living	11.5.2	11.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.

Zone	Existing clause	New clauses	Notes
Village	12.5.22	12.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.
Urban Mixed Use	No provision	13.6	Provisions extended to the Urban Mixed Use zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Local Business	No provision	14.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
General Business	No provision	15.6	Provisions extended to the General Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Central Business	No provision	16.6	Provisions extended to the Central Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Commercial	No provision	17.6	Provisions extended to the Commercial zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Light Industrial	No provision	18.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.

2.8 Liveable Streets Code

In addition to, or as alternative, the preferred position is for provisions for streets to be included in a Liveable Streets code. Such a code would add measurable standards to the assessment of permit applications. An outline for a Liveable Streets code is included at Annexure 1 as at this stage such a code requires further development and testing. For this representation the concept of a Liveable Streets code is advocated as a foreshadowed addition to the SPPs.

2.9 Recommendations for amendments to the State Planning Provisions to promote active travel

1. SPPs section 2.1 Planning Scheme Purpose insert the following:

Use and development of land encourages and supports active travel for improved health outcomes.

2. Amend the interpretation for 'road' and to insert an interpretation for 'street' as follows:

road: means land over which the general public has permanent right of passage, including the whole width between abutting property boundaries, all footpaths and the like, and all bridges over which such a road passes and includes all State roads.

street: means a road that is not a State road.

3. Amend the exemption for 'road works' and 'minor infrastructure' as follows:

Use or Development	Qualifications
road works	Maintenance and repair of roads and streets upgrading by or on behalf of the road authority which may extend up to 3m outside the road reserve including: <ol style="list-style-type: none"> (a) widening or narrowing of existing carriageways; (b) making, placing or upgrading kerbs, gutters, footpaths, shoulders, roadsides, traffic control devices, line markings, street lighting, safety barriers, signs, fencing and landscaping unless subject to the Local Historic Heritage Code; or (c) repair of bridges, or replacement of bridges of similar size in the same or adjacent location.
minor infrastructure	<ol style="list-style-type: none"> (a) Provision, Maintenance and modification of footpaths, cycle paths. (b) Provision, maintenance and modification of playground equipment, seating, shelters, bus stops and bus shelters, street lighting, telephone booths, public toilets, post boxes, cycle racks, fire hydrants, drinking fountains, rubbish bins, public art, associated signs and the like on public land.

4. Amend the General Residential Zone to provide for streets, as follows:

- (a) Delete clause 8.6.2 Roads except for standard A2/P2.
- (b) Relocate standard 8.6.2 A2/P2 to clause 8.6.1.
- (c) Insert (new) standard for streets as clause 8.7 being a modification from existing clause 8.6.2 as follows:

8.7 Development Standards for Streets

Objective:	To ensure that the arrangement of new <u>development for roads streets</u> within a <u>subdivision</u> provides for:
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	<ul style="list-style-type: none"> (a) <u>a legible road hierarchy that sets the function of streets based on through traffic, the requirements for public transport, the adjoining land use and the connectivity and permeability for pedestrian networks and cycle ways;</u> (b) safe, convenient and efficient connections to assist accessibility and mobility of the community; (c) the adequate accommodation of vehicular, pedestrian, cycling and public transport traffic; and (d) the efficient subdivision development of the entirety of the land and of surrounding land; <u>and</u> (e) the efficient ultimate development of the entirety of the land and of surrounding land; and the integration of land use and transport.
Acceptable Solutions	Performance Criteria
<p>A1</p> <p><u>There are no acceptable solutions. The subdivision includes no new roads.</u></p>	<p>P1</p> <p>The arrangement and construction of roads Development for streets within a subdivision must satisfy all of the following:</p> <ul style="list-style-type: none"> (a) the route and standard of roads <u>streets</u> accords with any relevant road network plan adopted by the Planning Authority; (b) the appropriate and reasonable future subdivision of the entirety of any balance lot is not compromised; (c) the future subdivision of any adjoining or adjacent land with subdivision potential is facilitated through the provision of connector roads and pedestrian paths, where appropriate, to common boundaries; (d) an acceptable level of access, safety, convenience and legibility is provided <u>for all street users</u> through a consistent road function hierarchy; (e) connectivity with the neighbourhood road <u>street network through streets and paths</u> is maximised <u>maximized</u>. <u>Cul-de-sac and other non-through streets are minimized</u>; (f) the travel distance <u>for walking and cycling</u> between key destinations such as shops and services is minimised; (g) walking, cycling and the efficient movement of public transport <u>and provision of public transport infrastructure</u> is facilitated; (h) provision is made for bicycle infrastructure on new arterial and collector roads in accordance with Austroads Guide to Road Design Part 6A as amended; <u>and</u> (i) any adjacent existing grid pattern of streets is extended, where there are no significant topographical constraints.

5. Amend the following zones to be consistent with the provisions proposed for clause 8.6.2 and new clause 8.7 as follows:

Zone	Existing Clauses	New Clauses	Notes
Inner Residential	9.6.2	9.7	Zone currently contains standards as per the General Residential zone.
Low Density Residential	10.6.2	10.7	Zone currently contains standards as per the General Residential zone.
Rural Living	11.5.2	11.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.
Village	12.5.22	12.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.
Urban Mixed Use	No provision	13.6	Provisions extended to the Urban Mixed Use zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Local Business	No provision	14.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
General Business	No provision	15.6	Provisions extended to the General Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Central Business	No provision	16.6	Provisions extended to the Central Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Commercial	No provision	17.6	Provisions extended to the Commercial zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Light Industrial	No provision	18.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.

6. Foreshadow the inclusion of a future Liveable Streets Code.

3. Provision of public open space and reserves for aesthetic, environmental, health and economic benefits.

3.1 Policy

Parks, reserves and other public spaces impact positively on health. Green public spaces can encourage a range of physical as well as challenging activities and provide opportunities for social interaction, food growing and improved environmental quality.

All public spaces and places are part of the public realm. Streets form some 80% of the public realm in cities and towns. Streets provide opportunities as a component of the public open space to deliver environmental improvement (eg street trees for improved air quality, to enhance amenity and add to the value of adjoining properties). Streets are the main component for informal physical activity e.g. walking, shopping socialising.

3.2 Evidence

A considerable body of literature exists on the role and provision of parks and green open spaces and its impact upon and correlation with increased physical activity.

The evidence on the health benefits of public open space suggests there are a range of factors that contribute to their effectiveness and impact for encouraging physical activity and healthy eating behaviours. Factors include access to parks and public open space (proximity and size), park quality, aesthetics and attractiveness, children's play areas in parks and community gardens.¹⁶

3.3 State Planning Provisions relating to public open space and reserves

SPPs for public open space concern use classes and their allocation to zones including the Open Space zone. Absent from the Draft SPPs is the planning framework for public open space and reserves that relate to and support the provisions for taking public open space in the *Local Government (Building and Miscellaneous Provisions) Act 1993*.

3.4 Purpose

SPPs section 2.1 Planning Scheme Purpose insert the following objective:

Public open spaces and reserves provide a well distributed network of walkable and attractive spaces strategic to local communities for their aesthetic, environmental, health and economic benefits.

3.5 Interpretations

Interpretations relevant to public open space are:

Public open space. This is a rather limited interpretation of public open space based on the *Local Government (Building and Miscellaneous Provisions) Act 1993*.

Streetscape. The quality of the street is important in seeing streets as part of the recreation-physical activity environment.

¹⁶ See Heart Foundation 'Healthy Active by Design' a web based resource at <http://www.healthyactivebydesign.com.au/evidence-2>

3.6 Use classes

Use classes relevant to public open space are:

Passive recreation

Sports and recreation: whilst providing facilities for physical activity, structures that limit access and focus on spectators limit the health value to be gained from public open space.

3.7 Zones

The use class passive recreation where appearing in zones as no permit required is supported.

The use class sports and recreation where appearing in zones as discretionary is supported.

The Development Standards for Subdivision in zones omits reference to the provision of public open space. Whilst the provisions for public open space at the time of subdivision are enabled by the *Local Government (Building and Miscellaneous Provisions) Act 1993* these provisions do not cover the planning for public open space.

Standards in the SPPs are required for the provision of public open space and riparian and littoral reserves as contemplated by s.83(1A) of the *Local Government (Building and Miscellaneous Provisions) Act 1993*.

The creation of riparian and littoral reserves is consistent with a principle of the *State Coastal Policy 1996* to recognise 'the importance of public access to and along the coast consistent with protection of natural coastal values, systems and processes' and as necessary to give priority to coastal dependent use and development¹⁷.

Provisions and standards are required for public open space and riparian and littoral reserves as part of the subdivision process with an additional standard at clauses 8.6 and equivalent provisions in all other zones except the Port and Marine zone and the Utilities zone as follows:

x.6.2, x.5.2 public open space and reserves (clause numbering as applicable for each zone)

Objective:	To ensure subdivision delivers a well distributed network of walkable and attractive public open spaces and reserves strategic to local communities.	
Acceptable Solutions		Performance Criteria
A1 Subdivision provides a minimum land area of 5% for public open space.		P1 Payment instead of public open space is taken where: <ul style="list-style-type: none"> (a) a strategic plan for public open space and reserves provides for the acquisition of public open space at alternative sites in the vicinity of the subdivision; or (b) a strategic plan for public open space and reserves specifies requirements for the improvement on existing public open space land in the vicinity of the subdivision.

¹⁷ *State Coastal Policy 1996* clause 2.1.6.

A2 (a) Subdivision provides a minimum width of riparian reserve of 30m from the bank of a water course (non-tidal) for the length of the common boundary with the water course.	P2 (a) A riparian reserve of less than 30m is provided or dispensed with where there is a common boundary with a minor water course; and (b) A riparian reserve is not required to link to adjoining reserves, or (c) A riparian reserve is not required as part of a strategic plan for public open space and reserves.
A3 (a) Subdivision provides a minimum width of littoral reserve of 30m from the bank of a river or coast for the length of the common boundary with the river or coast.	P3 (a) The requirement to provide a littoral reserve of 30m may only be reduced or dispensed with where existing buildings or features do not allow for the full or partial reserve width to be provided; or the area is required for coastal dependent activities.

3.8 Recommendations for amendments to the State Planning Provisions to provide public open spaces and reserves

1. Amend SPP section 2.1 Planning Scheme Purpose to insert the following:

Public open spaces and reserves provide a well distributed network of walkable and attractive spaces strategic to local communities for their aesthetic, environmental, health and economic benefits.

2. Insert provisions and standards for public open space and riparian and littoral reserves as part of the subdivision process clauses 8.6 and equivalent provisions in all other zones except the Port and Marine zone and the Utilities zone as follows:

x.6.2, x.5.2 public open space (clause numbering as applicable for each zone)

Objective:	To ensure subdivision delivers a well distributed network of walkable and attractive public open spaces and reserves strategic to local communities.	
Acceptable Solutions		Performance Criteria
A1 Subdivision provides a minimum land area of 5% for public open space.		P1 Payment instead of public open space is taken where: <ul style="list-style-type: none"> (a) a strategic plan for public open space and reserves provides for the acquisition of public open space at alternative sites in the vicinity of the subdivision; or (b) a strategic plan for public open space and reserves specifies requirements for the improvement on existing public open space land in the vicinity of the subdivision.

<p>A2</p> <p>(a) Subdivision provides a minimum width of riparian reserve of 30m from the bank of a water course (non-tidal) for the length of the common boundary with the water course.</p>	<p>P2</p> <p>(a) A riparian reserve of less the 30m is provided or dispensed with where there is a common boundary with a minor water course; and</p> <p>(b) A riparian reserve is not required to link to adjoining reserves, or</p> <p>(c) A riparian reserve is not required as part of a strategic plan for public open space and reserves.</p>
<p>A3</p> <p>(a) Subdivision provides a minimum width of littoral reserve of 30m from the bank of a river or coast for the length of the common boundary with the river or coast.</p>	<p>P3</p> <p>(a) The requirement to provide a littoral reserve of 30m may only be reduced or dispensed with where existing buildings or features do not allow for the full or partial reserve width to be provided; or the area is required for coastal dependent activities.</p>

4. Mixed density housing to satisfy resident life cycle requirements and for walkable neighbourhoods

4.1 Policy

Mixed density housing is facilitated to provide a wider choice of housing, enhance the development of compact cities, accommodates life cycle requirements and promotes walkable neighbourhoods.

The benefits of a range of housing types at higher densities in local communities contrasts with low density settlement patterns that do not support active travel and can raise patterns of car dependency that are not health promoting. In addition mixed density housing engenders walkable neighbourhoods and supports the provision of local shops and facilities to serve daily needs.

The opportunity to have housing satisfy life-cycle requirements will allow residents to remain in their neighbourhood as age and circumstances change their housing requirements.

4.2 Evidence

The Blueprint for an Active Australia¹⁸ assembles the evidence on the importance of creating built environments that support active living. The Blueprint asserts:

Providing diverse housing in walkable environments can help older adults to 'age in place'. Safe neighbourhoods with connected street networks and local shops, services and recreational facilities are associated with more walking in older adults, and may protect against a decline in physical activity over time.

Emerging evidence suggests that urban sprawl is also associated with coronary heart disease in women; living in more walkable neighbourhoods is associated with lower cardiovascular disease risk factors such as obesity and type 2 diabetes mellitus (men only).

There appears to be growing consumer demand for more walkable neighbourhoods.

Heart Foundation research projects 'Does Density Matter The role of density in creating walkable neighbourhoods'¹⁹, 'Low density development: Impacts on physical activity and associated health outcomes'²⁰ and 'Increasing density in Australia: maximising the health benefits and minimising the harm'²¹ canvas the evidence that higher density housing, increases the ability to walk to destinations together with the associated health benefits.

4.3 State Planning Provisions relating to mixed density housing

SPPs for mixed density housing concern setting an objective at 2.0 Planning Scheme Purpose, a review of zone purpose statements and zone standards and an advocacy for a Liveable Streets code (see Annexure 1 Draft for a Liveable Streets code).

¹⁸ See Blueprint for an active Australia Action area 1 for references on active living and the built environment

¹⁹ See Udell T, Daly M, Johnson B, Tolley Dr R Does Density Matter 'Does Density Matter The role of density in creating walkable neighbourhoods' National Heart Foundation 2014

²⁰ See Giles-Corti B, Hooper P, Foster S, Koohsari MJ, Francis J 'Low density development: impacts on physical activity and associates health outcomes' National Heart Foundation 2014. The report found, on the available evidence, a minimum net density threshold of 20 dwellings per hectare (18 dwellings per gross hectare) was required to encourage some transport-related walking. For viable public transport, densities of 35-43 net and 32-40 gross dwellings per hectare were required where based on dwelling occupancy rates of 2.6 persons per dwelling.

²¹ See Giles-Corti B, Ryhan K, and Foster S 'Increasing density in Australia: maximising the health benefits and minimising the harm' National Heart Foundation 2012

4.4 Purpose

SPPs section 2.1 Planning Scheme Purpose insert the following objective:

Mixed density housing and housing that satisfies life-cycle requirements is encouraged to enhance the scope for active living and active travel.

4.5 Assessment of an Application for Use or Development

SPPs Clause 6.2.6 Categorising Use or Development provides that:

... development which is for subdivision,... does not need to be categorised into one of the Use Classes.

The separation of land use from development for subdivisions means that lots are created without assessment of future use. Whilst the zoning determines the potential array of uses, draft clause 6.2.6 avoids the finer grained assessment arising from the certainty over intended use as nominated in the permit application. This is particularly relevant when dealing with medium density low-rise housing as in terrace housing with each house on a separate lot and where elements such as walls to boundaries, infrastructure services and vehicle access are critical to realising good design. In addition the interest only in the development for subdivision is inconsistent with assessment requirements in zones (eg 8.6.1 objective for lot design for the General Residential zone) that requires a lot to have the:

... area and dimensions appropriate for use ... in the Zone;

Then in the PC for 8.6.1 and equivalent PC in comparable standards for other zones we find a requirement to assess an application against the proposed use as follows:

Each lot, excluding for public open space, a riparian or littoral reserve or Utilities, must have sufficient useable area and dimensions suitable for its intended use having regard to:...

In most zones the available uses are many and varied setting an impossible assessment task to ensure objectives are satisfied.

To enhance the prospect of combined subdivision and housing development and to reduce the impossible task of assessing a permit, that requires a PC assessment against all the available uses in the zone then Clause 6.2 *Categorising Use or Development*, must be amended to delete 'subdivision' from sub-clause 6.2.6.

4.6 Zones

8.4.1 General Residential zone – Development Standards for Dwellings

Clause 8.4.1 Development standards, Residential density for multiple dwellings, P1(a) requires a:

residential density consistent with the density of existing development on established properties in the area

The Performance Criterion presupposes that existing density is appropriate for the intended purpose for the zone at clause 8.1.2 which requires '...efficient utilisation of available and planned social, transport and other service infrastructure'. The provision P1(a) is not only a difficult Performance Criteria (PC) to assess it also serves to prevent intensification of housing contrary to the zone purpose.

Clause 8.4.1 should be amended to delete P1(a) as follows:

P1

Multiple dwellings must only have a site area per dwelling that is less than 325m², if the development will not exceed the capacity of infrastructure services and:

- (a) ~~is consistent with the density of existing development on established properties in the area; or~~*
- (b) provides for a significant social or community benefit and is:*
 - (i) wholly or partly within 400m walking distance of a public transport stop; or*
 - (ii) wholly or partly within 400m walking distance of an Inner Residential Zone,*

Objectives such as: '*consistent with the amenity and character of the area*' can serve to prevent intensification and renewal and lock assessments of applications into that which exists. The additional difficulty with such objectives is that it presupposes and reinforces that there is an existing amenity and character of a quality that should be respected. In the same vein statements such as '*...consistent with the form and scale of residential development existing on established properties...*' requires the existing scale to be replicated, perhaps not always an appropriate requirement or result. The alternative is for objectives and clauses that promote improvement in residential environments that can be found with the intensification of dwellings.

Clauses in the General Residential zone that should be deleted for reasons of preventing intensification and that create uncertainty are as follows:

Clause	Provision showing parts for deletion
<i>Setbacks and building envelope for all dwellings</i> clause 8.4.2 A2(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
<i>Site coverage and private open space for all dwellings</i> clause 8.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provide:'
<i>Site coverage and private open space for all dwellings</i> clause 8.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development clause 8.5.1 A1 (c)	if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of those dwellings.
Non dwelling development clause 8.5.1 P3	A building that is not a dwelling, must be consistent with the form and scale of residential development existing on established properties in the area and have reasonable space for the planting of gardens and landscaping.

8.5.1 General Residential zone – Development Standards for non-dwellings

Clause 8.5.1 Non-dwelling development A1 requires street setbacks of 4.5m and 3.0m for a building that is not a dwelling. The purpose of the objective refers to ‘...all non-dwelling development is sympathetic to the form and scale of residential development and does not cause a loss of amenity.’ It is contended that a setback of itself does not deliver amenity. The real issue is the use of land within the setback. Land simply allocated to hardstand vehicle parking would do little to improving amenity. The Acceptable Solution (AS) should require the setback to be developed for gardens and landscaping. The corresponding PC can provide for alternatives such as car parking so long as the PC requirement for ‘compatible streetscape’ is satisfied.

Clause 8.5.1 Non-dwelling development A1 should be amended to omit existing sub-clause (c) (as proposed above) and to substitute: (c) developed for gardens and landscaping as follows:

8.5.1

Objective:	To ensure that all non-dwelling development is sympathetic to the form and scale of residential development and does not cause a loss of amenity.	
Acceptable Solutions		Performance Criteria
A1 A building that is not a dwelling, excluding for Food Services, local shop and excluding protrusions that extend not more than 0.6m into the frontage setback, must have a setback from a frontage that is: (a) not less than 4.5m, if the frontage is a primary frontage; (b) not less than 3.0m, if the frontage is not a primary frontage; <u>and</u> (c) <u>developed for gardens and landscaping.</u>		P1 A building that is not a dwelling must have a setback from a frontage that is compatible with the streetscape.

8.6.1 General Residential zone – Development Standards for subdivision

Clause 8.6.1 Lot design sets a minimum AS lot size (single dwelling density) for the General Residential zone at 450m². In contrast the AS dwelling density for multiple dwellings is 325m² (clause 8.4.1 A1). This places a disincentive AS on other forms of housing such as house/land packages on smaller lots such as terrace and other forms of low rise medium density housing that still fall in the use definition - ‘single dwelling’.

To not disadvantage higher density for single dwellings, provision could be made for integrated house/land development²² or alternatively have a single housing density standard as the AS such as 400m² then the issue is about housing and not minimum lot sizes divorced from what might go on the subdivided lot. In addition it would mean that lots in the 650m²+ (325m² by 2) range will not be under pressure for backyard strata housing.

A single house density approach is preferred and should still lead to achieving the minimum of 15 dwellings per hectare as suggested in the Explanatory Document (page 33)²³. A single housing AS density could best be achieved by making the AS dwelling density for the General Residential zone at 400m² and

²² See standards proposed in TASCARD Department of Environment and Land Management 1997.

²³ Development allowing nominal 5% public open space and 25% roads etc and a lot density at 450m² provides a net density = 15 du/ha. At 400m² = 17.5 du/ha).

the PC amended accordingly. It is also to be noted that the provisions for the Inner Residential and Village zones do not distinguish between AS densities for multiple dwellings and minimum lot areas for subdivision.

Clauses 8.4.1 A1 and P1 and 8.6.1 A1 should be amended to omit 325m² and 450m² respectively and substitute 400m² for all forms of housing.

Clauses 8.4.1 A1 and P1 and 8.6.1 A1 should be amended to omit 325m² and 450m² respectively and substitute 400m² for all forms of housing.

9.4.2 Inner Residential zone – Setback and building envelopes for all dwellings (and related provisions)

Clauses that serve to prevent intensification and renewal and lock assessments of applications into objectives concerning existing amenity and character as is advocated for the General Residential zone should be deleted as follows:

Clause	Provisions showing parts for deletion
<i>Setbacks and building envelope for all dwellings</i> clause 9.4.2 A1(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provides provide.'
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development clause 9.5.1 A1 (c)	if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
Non dwelling development clause 9.5.1 P3	Buildings must be consistent with the form and scale of residential development existing on established properties in the area and have a reasonable space for the planting of gardens and landscaping.

4.7 Recommendations for amendments to the State Planning Provisions to promote mixed density housing

1. SPPs section 2.1 Planning Scheme Purpose insert the following:

Mixed density housing and housing that satisfies life-cycle requirements is encouraged to enhance the scope for active living and active travel.

2. Delete 'subdivision' from clause 6.2.6 Categorising Use or Development.

3. Delete clause 8.4.1 P1(a) Development standards for multiple dwellings as follows:

P1

Multiple dwellings must only have a site area per dwelling that is less than 325m², if the development will not exceed the capacity of infrastructure services and:

- (a) ~~is consistent with the density of existing development on established properties in the area;~~
~~or~~
- (b) *provides for a significant social or community benefit and is:*
- (i) *wholly or partly within 400m walking distance of a public transport stop; or*
- (ii) *wholly or partly within 400m walking distance of an Inner Residential Zone,*

4. Delete clauses in the General Residential zone that prevent intensification and that create uncertainty as follows:

Clause	Provision showing parts for deletion
Setbacks and building envelope for all dwellings clause 8.4.2 A2(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
Site coverage and private open space for all dwellings clause 8.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provide:'
Site coverage and private open space for all dwellings clause 8.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development clause 8.5.1 A1 (c) omit and substitute	(c) if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of those dwellings. (c) developed for gardens and landscaping
Non dwelling development clause 8.5.1 P3	A building that is not a dwelling, must be consistent with the form and scale of residential development existing on established properties in the area and have reasonable space for the planting of gardens and landscaping.

5. Amend Clauses 8.4.1 A1 and P1 and 8.6.1 A1 to omit 325m² and 450m² respectively and substitute 400m² for all forms of housing

6. Delete clauses in the Inner Residential zone that prevent intensification and that create uncertainty are as follows:

Clause	Provisions showing parts for deletion
<i>Setbacks and building envelope for all dwellings</i> clause 9.4.2 A2(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provides provide.'
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development clause 9.5.1 A1 (c)	if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
Non dwelling development clause 9.5.1 P3	Buildings must be consistent with the form and scale of residential development existing on established properties in the area and have a reasonable space for the planting of gardens and landscaping.

5. Compatible mix of land uses to promote active travel

5.1 Policy

A greater integration of compatible land uses can reduce the separation between where we live, work, shop, learn, travel and play and enhance the opportunities for active living and active travel.

A mix of compatible land uses; residences, shops, schools, offices and public open space sensitive to the local environment allows for convenient and proximate access to destinations and adds to the walkability of neighbourhoods. A mix of land uses can offer better access to healthy foods within walking distance of residents. Mixed land uses invite spaces and places to become destinations and, irrespective of size, centres of activity.

5.2 Evidence

Research evidence indicates that mixed land use (i.e., the presence of multiple destinations) is a key factor influencing neighbourhood walkability. There is a consistent and large body of cross-sectional evidence indicating that greater land use mixes (or numbers of destinations) and shorter distances to destinations (i.e., within close proximity from home) is associated with greater amounts of walking. Measures of land use mix are positively associated with walking for transport in adults, though evidence is more inconsistent for children and older adults. The research evidence suggests there are a range of factors that contribute to the effectiveness of mixed-use and its impact on encouraging walking and physical activity behaviours including access to destinations or land uses, access to schools, access to sport and recreation centres, density and connectivity.²⁴

5.3 State Planning Provisions relating to mixed land use

SPPs for mixed land use concern setting an objective at 2.0 Planning Scheme Purpose, and a review of zone purpose statements and zone standards covering amenity considerations for mixed use.

5.4 Purpose

SPP section 2.1 Planning Scheme Purpose insert the following objective:

Compatible land uses are co-located to promote active travel to, and between different activities.

5.5 Zones

The available use classes in the use table for each zone provide for a range of uses that should be compatible with the primary use for the zone. No issues are raised on the use classification in each zone.

14.3.1 Local Business zone - Use Standards – all uses

The objective for the standard confines the amenity issue to adjoining residential zones despite residential use being permitted and discretionary in the zone. In addition the zone purpose at 14.1.5 refers to 'encouraging residential ...use if it supports the viability of the activity centre...'. The objective for the standard should be amended as follows:

Clause 14.3.1

Objective:	To ensure that <u>non-residential</u> uses do not cause unreasonable loss of amenity to adjoining <u>residential uses and</u> residential Zones.
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²⁴ See Heart Foundation 'Healthy Active by Design' a web based resource at <http://www.healthyactivebydesign.com.au/evidence-2>

14.4.1 Local Business zone – Building height

At clause 14.4.1 building height, the objective should also cover residential amenity within the Local Business zone as follows:

Clause 14.4.1

Objective:	<p>To ensure building height:</p> <ul style="list-style-type: none"> (a) contributes positively to the streetscape; and (b) does not cause an unreasonable loss of amenity to adjoining <u>residential uses and residential Zones</u>.
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14.4.2 Local Business zone – Setbacks

At clause 14.4.2 Setbacks, the objective should also cover residential amenity within the Local Business zone as follows:

Clause 14.4.2

Objective:	<p>To ensure that building setback:</p> <ul style="list-style-type: none"> (a) contributes positively to the streetscape; and (b) does not cause an unreasonable loss of amenity to adjoining <u>residential uses and residential Zones</u>.
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Whilst similar provisions for residential use and development standards are applied in the General Business zone maintenance of residential amenity within the zone is probably unreasonable despite the intent of the zone.

5.6 Other matters – frontage windows business premises and Signs code

Clause 13.4.3 Design for the Urban Mixed Use zone and equivalent design standards in business and commercial zones for the acceptable solutions there are provisions for windows in ground floor facades. These provisions are supported as providing interest and variety that enhance walkability. However the merit of the provision for windowed facades is lost where the window is covered with advertising. The signs code helps in specifying a maximum window sign of not more than 25% of each window assembly. This representation supports provisions relating to windows in facades and provisions relating to limiting window signs.

5.7 Recommendations for amendments to the State Planning Provisions to facilitate mixed land use.

1. At Clause 2.1 insert the following purpose:
Compatible land uses are co-located to promote active travel to, and between different activities.
2. Amend clause 14.3.1 Local Business zone, Use Standards – all uses, follows:

Clause 14.3.1

Objective:	(a) To ensure that <u>non-residential</u> uses do not cause unreasonable loss of amenity to adjoining <u>residential uses and</u> residential Zones.
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3. Amend Clause 14.4.1 Local Business zone building height, as follows:

Clause 14.4.1

Objective:	To ensure building height: (b) contributes positively to the streetscape; and (c) does not cause an unreasonable loss of amenity to adjoining <u>residential uses and</u> residential Zones.
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4. Amend Clause 14.4.2 Local Business zone – Setbacks as follows:

Clause 14.4.2

Objective:	To ensure that building setback: (d) contributes positively to the streetscape; and (e) does not cause an unreasonable loss of amenity to adjoining <u>residential uses and</u> residential Zones.
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6. Food security and access to health food

6.1 Policy

Tasmanians at all times have food security through ready and equitable access to healthy food. The Heart Foundation contends that the Tasmanian Planning Scheme should support the three domains of food security; utilisation; supply; and access.

6.2 Evidence

Food security has both social and spatial dimensions. About 5 to 10% of Tasmanians do not have food security²⁵.

The Tasmanian Population Health Survey relating to access to food, found:²⁶

Reason why food of adequate quality or variety is not available	Persons ages 18 years and over
Foods are too expensive	22.4%
Cannot obtain food of the right quality	22.0%
Cannot obtain adequate variety of food	9.3%
Inadequate and unreliable transport makes it difficult to get to the shops	5.6%

The 2014 Tasmanian Healthy Food Access Basket Survey found inter alia²⁷:

Of the 353 shops that sell healthy food across Tasmania (this includes supermarkets, general stores and fruit and vegetables shops) only 19 are located in the areas that Tasmanians with the lowest household income (lowest 1/3) live. So 5% of shops are located where 30% of Tasmanians live.

Affordability varies across locations in Tasmania. Low income Tasmanians are most at risk of not being able to purchase healthy food. Depending on your household income and the shops available where you live it may take up to 40% of your income to eat according to the Commonwealth Governments Guide to Healthy Eating. Households relying on the Newstart payment are particularly vulnerable.

Additional evidence on food and in social and spatial contexts see:

- *Food Sensitive Planning and Urban Design*²⁸
- *Food for all Tasmanians a food security strategy*²⁹
- *Spatial Planning as a Tool for Improving Access to Healthy Food for the Residents of Clarence*³⁰

²⁵ Tasmanian Food Security Council Food Security in Tasmania fact Sheet July 2011. (OECD 10% of Australians do not have food security).

²⁶ Tasmanian Population Health Survey 2013; DHHS Public Health Services Epidemiology Unit.

²⁷ Murray S., Ahuja KDK., Auckland S., Ball MJ 2014 The 2014 Tasmanian Healthy Food Access Basket Survey. School of Health Sciences. University of Tasmania.

²⁸ Food Sensitive Planning and Urban Design. <https://www.vichealth.vic.gov.au/media-and-resources/publications/food-sensitive-planning-urban-design> David Lock Associates, University of Melbourne and Heart Foundation of Australia 2011.

²⁹ Tasmanian Food Security Council *Food for all Tasmanians A food security strategy* 2012

³⁰ Clarence City Council and Heart Foundation *Spatial Planning as a Tool for Improving Access to Healthy Food for the Residents of Clarence* December 2015

As peri-urban areas are critical for food production and to be consistent with the *State Policy for the Protection of Agricultural Land 2009* (PAL State Policy), the primary zoning must protect agricultural land for agricultural use. In reference to the PAL State Policy it is contended that the State Policy concerns the intrinsic value of agricultural land and its protection for agricultural use. The retention of agricultural land for agricultural use is part of food security as it provides the means for producing food, but does not directly concern the delivery of healthy, sustainable, and affordable food to Tasmanian communities. The PAL State Policy does not enter into the realm of urban agriculture such as community gardens that are specifically excluded by the definition of agriculture land, hence the request for an interpretation and use class qualification for *local food production or processing*. However whilst the PAL State Policy primarily concerns the intrinsic value of agricultural land and its protection for agricultural use an adaptive response to the criterion in the definition of agricultural land is required. An adaptive response is required because of the definition for agricultural land states, '*has not been zoned or developed for another use or would not be unduly restricted for agricultural use by its size, shape and proximity to adjoining non-agricultural uses*'.

The SPPs need to go beyond the limitations of the PAL State Policy to enable activities related to food production and access to be qualified use or development in most zones.

The following seeks to discover how the draft SPPs affect the production, distribution and access to (healthy) food for all zones. Food production can include mostly small scale production nominally no greater in scale than incidental to a non-agriculture use. Urban and peri-urban agriculture plays a significant role in local food production and the supply of fresh food.

6.3 SPPs relating to the production, distribution and access to (healthy) food

SPPs relating to food concern setting an objective at 2.0 Planning Scheme Purpose, and a review of zone purpose statements and zone standards particularly to facilitate food production and access from urban agriculture. The merit of separate Agriculture and Rural zones is questioned, primarily on the basis of the difficulty of defining the Tasmanian agriculture estate and to be consistent with the PAL State Policy.

6.4 Purpose

SPP section 2.1 Planning Scheme Purpose insert the following objective:

The use or development of land supports a resilient, localised, healthy and sustainable food system.

6.4 Interpretation

The qualified uses (sub-sets of use classes) as provided in the interpretation section of the SPPs that are relevant to food production and access to food are:

- agricultural land
- agricultural use
- animal saleyard
- aquaculture
- controlled environment agriculture (agricultural use within a built structure)
- crop production
- home based business (if amended to confirm that gross floor area of the dwelling does not limit whole site from being used for food production or processing, see below).
- local shop

marine farming shore facility
 market
 out building
 primary production sales
 prime agricultural land
 take away food premises
 winery

Additional interpretations or clarifications are required to represent local urban and peri-urban food production. Insert an interpretation for *'healthy food'* and *'local food production or processing'* and review to clarify the application of home-based business, as follows:

healthy food: means food which is required for a healthy and nutritious diet and is adequate, safe and culturally appropriate and sufficient to live an active healthy life.

local food production or processing: means food grown or reared on a site primarily for local consumption and where there has been minimum processing of the products.

A review of the interpretation for *'home-based business'* is required to confirm or amend accordingly the interpretation such that a home-based business for local food production or processing is not confined to just part of a dwelling and does include the whole site so long as the qualifications to the definition are met. Clearly local food production or processing cannot be confined to the dwelling and needs to extend to the whole site.

6.6 Exemptions

The following exemptions are supported with clarifications and amendments:

Home occupation exemption as it applies to all zones as proposed in the SPPs. As for the interpretation for home-based business (above) confirm or amend accordingly that home occupation includes food production or processing over the whole site and is not solely limited to *'no more than 40m² gross floor area of the dwelling'*. Clearly local food production or processing cannot be confined to the dwelling and needs to extend to the whole site.

Community gardens on a public land in all zones, but amended to reflect a broader application covering urban agriculture, as follows:

use or development in a road reserve or on public land	outdoor dining facilities, signboards, roadside vendors and stalls on a road that have been granted a licence under a relevant Council By-Law; or <u>urban agriculture including a community garden and a market</u> on a public land.
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Outbuildings and garden structures, as qualified, in all zones.

Outbuildings, as qualified, in rural zones.

Agricultural buildings and works, as qualified, in rural and agriculture zones.

6.7 Use classes

Use classes applicable to food security are:

food services (cafes, take-away etc)

general retail and hire (market, primary produce sales, shop, local shop etc)

resource processing (processing, packing etc of produce).

resource development (agricultural use etc)

transport depot and distribution (transport and distribution of food.)

6.8 Zones

8.0 to 29.0 Zones (all) and use classifications

Under the SPPs food production would, presumably be classified as 'agricultural use'³¹ in the use class 'resource development'. There is no reference to scale of operation unless qualified. Resource development is prohibited in most urban zones. Provisions that accommodate (small scale) agriculture are required to provide the opportunity for food production in urban areas. Presumably home-based business and home occupation will cover some small-scale food production. However where food production is classified as 'agricultural use' then, for instance, urban agriculture including community gardens (on land other than public land) and food production on vacant land would be prohibited in most urban zones.

Applicable use classes relating to food in zones (use classes as identified above) as proposed in the draft SPPs are displayed in the table below. Proposed changes shown in green in the table would enable local food production or processing to be permitted in a range of urban zones. In some respects the addition of local food production or processing mirrors the discretion for the use class '*resource processing*' in certain urban zones where it involves the processing of select foods, being '*a distillery, brewery or cidery*', but no other food processing is allowed.

To extend the availability of local food, the use for a market should be classified as permitted in the Community Purpose and Recreation zones, also shown in the following table.

Table: use classes relating to food in zones

Key to table: NP no permit, P permitted, D discretionary, (...) identifies qualifications related to the use, Uses not listed are prohibited.

Zones	Use classes and classification				
	Food services	General retail & hire	Resource development	Resource processing	Transport depot and distribution
General residential Low density residential	D (if not for take away food premises with a drive through facility)	D (if for a local shop)	P (If for local food production or processing)		

³¹ Agricultural use as defined in the State Policy for the Protection of Agriculture Land 2009: 'Agricultural use' means use of the land for propagating, cultivating or harvesting plants or for keeping and breeding of animals, excluding domestic animals and pets. It includes the handling, packing or storing of produce for dispatch to processors. It includes controlled environment agriculture and plantation forestry.

Zones	Use classes and classification				
Inner residential	D (if not for take away food premises with a drive through facility)	D			
Rural living zone	D (if for a gross floor area of no more than 200m ²)	D (if for: primary produce sales; sales related to resource development use or for a local shop)	P (If for local food production or processing) D (If not for an abattoir, animal saleyards or sawmilling)		
Village	P	P	P (If for local food production or processing)	D (If not for an abattoir, animal saleyards or sawmilling)	D
Urban mixed use	P	P	P (If for local food production or processing)	D (If for a distillery, brewery or cidery).	D if for public transport facility
Local business	NP	NP	P (If for local food production or processing)	D (If for a distillery, brewery or cidery)	D if for public transport facility or distribution of goods within the zone
General business	NP	NP	P (If for local food production or processing)	D (If for a distillery, brewery or cidery)	D if for public transport facility or distribution of goods within the zone
Central business	NP	NP	P (If for local food production or processing)	D (If for a distillery, brewery or cidery)	D if for public transport facility
Commercial	D	D	P (If for local food production or processing)	D (If for a distillery, brewery or cidery)	D

Zones	Use classes and classification				
Environmental living	D (max 200m ² gross floor area)		P (If for local food production or processing) D (not for intensive animal husbandry or plantation forestry)		
Light industrial	D	D (if for alterations or extensions to an existing use),	P (If for local food production or processing)	D	P
General industrial	D			P	P
Rural	D	D	NP	P	D
Agriculture	D	D	NP (restrictions on prime agric land). All other D	D	D for the transport and distribution of agricultural produce and equipment
Landscape conservation	D (If for a gross floor area of not more than 200m ²)	D (If associated with a Tourist Operation).	P (If for local food production or processing) D (If not for intensive animal husbandry or plantation forestry)		
Environmental management	P (if accord with reserve management plan), Otherwise D	P (if accord with reserve management plan), otherwise D	P (If for local food production or processing) Otherwise D	D	
Major Tourism	P (if not a take-away food premises), otherwise D	D	P (If for local food production or processing)	D (If for a distillery, brewery or cidery).	D
Port & marine	D	P (If for chandlers and other shipping and transport related goods.)		D (if for aquaculture)	P

Zones	Use classes and classification				
Utilities					P
Community Purpose		D P (if for a market)	P (If for local food production or processing)		
Recreation	D	P (if for a market) D (If: for clothing, equipment or souvenirs for a Sports and Recreation use; or (b) for a market.)	P (If for local food production or processing)		
Open space	D	D	P (If for local food production or processing)		D associated with wharf, water taxis, commuter or passenger ferry terminals

6.9 Zoning of non-urban land, the agricultural estate

20.1 Rural zone

The purpose of the Rural Zone is stated as:

To provide for a range of use or development that requires a rural location for operational, security or impact management reasons.

To provide for use or development of land where agricultural use is constrained or limited due to topographical, environmental or other site characteristics.

To ensure that use or development is of a scale and intensity that is appropriate for a rural area and does not compromise the function of surrounding settlements.

21.0 Agriculture zone

The purpose of the Agriculture zone is stated as:

To provide for the sustainable development of land for agricultural use.

To protect land for the sustainable development of agricultural use by minimising:

- (a) conflict with or interference from other uses; and*
- (b) non-agricultural use or development that precludes the return of the land to agricultural use.*

To provide for other use or development that supports the use of the land for agricultural use.

The Heart Foundation supports the purposes of the rural and agriculture zones except the need for the two zones appears an artificial construct.

The Explanatory Document contends: (pages 71 & 72)

Requirements for protecting agricultural land for agricultural uses are not applicable to the Rural Zone, as the PAL Policy will be implemented entirely through the Agriculture Zone.

In addition, a thorough review of the PAL Policy has also been undertaken to identify the Principles relevant to the new Agriculture Zone.

It is acknowledged that mapping of Tasmania's agricultural estate will be critical to support the recalibration of the two rural Zones as it will provide the necessary guidance for planning authorities to apply the Agriculture Zone.

The Rural Zone is intended for the rural areas of the State where the opportunities for agricultural use are generally constrained or limited as a consequence of the site characteristics. These are the areas that will support agricultural use but not at a scale and intensity that could be expected in the core agricultural areas. The core agricultural land will be contained within the Agriculture Zone.

In comparison, as quoted in the Explanatory Document (page 71) the Cradle Coast Region submitted:

The Significant Agricultural zone [sic] is not a viable substitute for the [Rural Resource Zone] because it has a very particular purpose for agricultural use on higher productivity land, and therefore excludes the broad scale variation and multiplicity of primary industries in the nature of aquaculture, extensive agriculture, forestry, and mining as occurs on rural land. It is also problematic in that it assumes a sufficient and cohesive spatial manifestation of land which a common and consistent high production value can be conveniently and practically mapped as a distinct productive unit, whereas the reality of the Tasmanian agricultural estate is that it is comprised of a mosaic of relatively small-scale and variable productive classifications. The zone also fails to accommodate the larger portion of the State's agricultural land which is comprised of lower productivity classes, but upon which the greater part of agricultural activity occurs to produce the majority of agricultural outputs.

The above quoted section from the Cradle Coast Region identifies the difficulty of differential zoning for our rural non-urban lands. The sentiments expressed have validity in the state-wide context.

It is contended the quoted section preceding the Cradle Coast submission and other like statements in the Explanatory Document are not consistent with the PAL State Policy. The Explanatory Document appears to be presuming or will encourage the presumption that agricultural land, as defined, is predominately 'prime land'. At least the Explanatory Document acknowledges the difficulty of establishing the Tasmania's agricultural estate. Where the agriculture estate is to be the proposed basis for determining which lands are zoned rural or agriculture.

To avoid either a patchwork of zoning as determined by the identified Tasmanian agricultural estate or significant areas being excluded from agriculture zoning to maintain the integrity of the two zones, the preferred position is for one rural or resource management zone. The concept of an agricultural estate could still be pursued as an overlay to the underlying zoning. Under a single zone scenario there is still a number of other zones available for lands with particular characteristics in non-urban areas, being the Landscape Conservation, Environmental Management and Recreation zones.

The next matter concerns residential use in the (draft) Agriculture zone. SPPs, clause 21.3 1 Use Standards P3 for a residential use is classified as discretionary and qualified at sub-section (a) which states:

(a) *be required as part of an agricultural use, having regard to:*

This standard appears to conflict with clause 6.2.2 that deals with categorizing uses '*where directly associated with and a subservient part...*'. Whilst sub-clause P3 applies an appropriate set of tests for residential use on agricultural land there does appear to be two entry points for approval of a residential use. The potential for residential use to be classified as subservient to, say resource development, where classified as '*no permit required*' and residential use as a '*discretionary qualified use*' should be clarified.

6.10 Recommendations for amendments to the State Planning Provisions to facilitate food security

1. SPP clause 2.0 Planning Scheme Purpose

Amend SPP section 2.1 Planning Scheme Purpose to insert the following:

'The use or development of land supports a resilient, localised, healthy and sustainable food system.'

2. Clause 3.1.3 clarify and insert the following interpretations:

home-based business (confirm or amend accordingly the interpretation such that a home-based business for local food production or processing is not confined to just part of a dwelling and does include the whole site).

healthy food: means food which is required for a healthy and nutritious diet and is adequate, safe and culturally appropriate and sufficient to live an active healthy life.

local food production or processing: means food grown or reared on a site primarily for local consumption and where there has been minimum processing of the products.

3. Table 4.1 clarify and amend the following exemptions:

home occupation confirm or amend accordingly that home occupation includes food production or processing over the whole site and is not solely limited to 'no more than 40m² gross floor area of the dwelling.

Amend the qualification to the exemption for use or development in a road reserve or on public land to broaden the reference to community garden as follows:

use or development in a road reserve or on public land	outdoor dining facilities, signboards, roadside vendors and stalls on a road that have been granted a licence under a relevant Council By-Law; or <u>urban agriculture including a community garden and a market</u> on a public land.
--	--

4. Insert and clarify the use class 'resource development' with the qualification 'If for local food production or processing', as permitted use and development in the following zones:

Zone	Qualification
General Residential, Low Density Residential, Rural Living, Village, Urban Mixed Use, Local Business, General Business, Central Business, Commercial, Light Industrial, Environmental Living, Landscape Conservation, Environmental Management, Major Tourism, Community Purpose, Recreation, Open Space	P (If for local food production or processing)

5. Amend the qualifications for the use class 'general retail and hire' in the Community Purpose zone and Recreation zone to make a 'market' permitted as follows:

Zone	Qualification
Community Purpose	⊖ P (if for a market)
Recreation	P (if for a market) D (If for clothing, equipment or souvenirs for a Sports and Recreation use; or (b) for a market.)

6. Clause 21.3.1/P3(a) Agriculture zone – Use Standards (discretionary uses Residential use) clarify where it refers to a residential use 'must be part of an agricultural use...' compared with housing classified under clause 6.2.2 that deals with categorizing uses 'where directly associated with and a subservient part...'.
7. Amend the Rural and Agriculture zones by combining into a single Rural Resource zone and draft a code incorporating an overlay to spatially define the Tasmanian agricultural estate.

7. Buildings and site design actively promotes physical activity

7.1 Policy

Work places support increased levels of physical activity through the design of a building's circulation system, encouragement of stair use, the provision of end-of-trip facilities, (such a secure bicycle storage and change facilities) and there is convenient and safe access to public transport. Safe access to work places by active travel is enhanced where buildings provide for natural surveillance of outside spaces and the street.

It is submitted that the interface between buildings and health and wellbeing relative to the remit of the Tasmanian Planning Scheme should be found in the use classifications and use and development standards, particularly for urban based zones, and the assignment of business and commercial zones in areas of good transport access.

7.2 Evidence

Workplace and activity

The Blueprint for an Active Australia ³² assembles the evidence on the importance of being active in the workplace. The Blueprint asserts:

The workplace is increasingly being recognised (nationally and internationally) as a priority high-reach setting for health behaviour interventions, extending from a labour-based approach to a public health 'healthy workers' approach.

In general, a physically active workforce can improve physical and mental health, reduce absenteeism and increase productivity, thereby providing important benefits to individuals and workplaces. Workplaces should see the implementation of physical activity programs as a strategic business enhancement opportunity.

Car parking and activity

A planning requirement for car parking is emerging as an issue with concerns about the amount of urban space dedicated to storing cars during work times and then the space is vacant and essentially unproductive at other times. In essence car parking can dictate many decisions on use and development. The proposition is that car parking is a commercial interest of business owners rather than a community planning issue. Car parking can have major adverse impacts on amenity, the streetscape and walking, particularly through the number of crossings of footpaths found in the urban environment. Central business areas generally do not require parking as part of a permit application with often the onus being on the applicant to show reason for the provision of parking. Is it timely to take the same principle to other business and commercial areas?

A Victoria Walks review of car parking and walking found³³:

In 2009 the Department of Transport commissioned an international review of the literature regarding techniques to promote walking and cycling. This review found that the availability of free car parking was one of the key factors that promoted driving over other forms of transport (Krizek, Forsyth and Baum 2009).

A more recent review of international literature reached a similar conclusion. *"Hindsight shows that minimum parking requirements have had hugely negative consequences... Travel behaviour*

³² See Blueprint for an active Australia Action area 2 for references on health and the work place

³³ Victoria Walks: Car parking and walking perceptions of car parking <http://www.victoriawalks.org.au/parking/>

studies show a strong link between the availability and cost of parking and people's tendency to drive." (Donovan and Munro 2013, p.50)

The significance of car parking for walking in particular relates to the fact that, in addition to promoting vehicle use, when provided in the form of large scale ground level parking lots, it actively discourages walking. *"Not only does ample and free parking provide an easy excuse for auto travel, vast parking areas are also the bane of pedestrian travel."* (Krizek, Forsyth and Baum 2009, p.15).

Despite limited changes to Victorian parking requirements made in mid-2012, the Victoria Planning Provisions (VPPs) still require car parking beyond the levels that business would naturally supply, promoting vehicle use at the expense of other transport modes. A fundamental review of Victorian car parking requirements is needed.

Heart Foundation "Healthy Active by Design"³⁴ has assembled evidence relating to physical activity and car parking for big-box centres finding:

Big-box, car-park dominated retail shopping centres with large car park areas and all shops facing inside, increase car reliance whilst simultaneously constraining pedestrian activity through a failure to provide a pleasant or easy walking or cycling environment. This increases motivation to drive to the centre, even if people live within a close and comfortable walking distance. In contrast, more traditional, main-street centres, - where pedestrian-scaled, street-fronting mixed-use buildings with small setbacks and 'active' ground floor uses that extend onto the street (i.e., café seating areas, external shop displays) encourages walking and cycling access.

7.3 SPPs relating to building and site design

Provisions in the draft SPPs relevant to work place health primarily apply to business and commercial zones and the Parking and Sustainable Transport code.

7.4 Purpose

SPP section 2.1 Planning Scheme Purpose insert the following objective:

Work places support physical activity through convenient and safe accesses providing for natural surveillance of outside spaces and the street.

7.5 Zones

12.3.1 Village zone and other zones - External lighting standards

External lighting standards (eg clause 12.3.1 A2/P2 for the Village zone) need to address the adequacy of lighting for the 'public' areas for gaining access to a commercial premises and not to solely concern light spillage on to adjoining properties and zones. This requirement for appropriate external lighting for health and safety reasons is, however, covered with enhanced requirements in the 'Design' standards applying to the business/commercial zones.

13.4.3 Urban Mixed Use zone and other zones - Design

Design standards at clause 13.4.3 (Urban Mixed Use zone) and equivalent clauses in the other business and commercial zones cover access to and surveillance of pedestrian areas. These standards are supported particularly for the objective to the standard being:

³⁴ Heart Foundation "Healthy Active by Design" <http://www.healthyactivebydesign.com.au/evidence-1>

To ensure that building facades promote and maintain high levels of pedestrian interaction, amenity and safety.

Nevertheless the following amendments to clause 13.4.3 and equivalent clauses in the other business/commercial zones are necessary to enhance the objective for the standard and for work place health. Amend sub clause (a) as follows:

13.4.3 Design

Acceptable Solutions	Performance Criteria
A1 Buildings must be designed to satisfy all of the following: (a) <i>provide the <u>main</u> pedestrian entrance to the building that is visible <u>and accessible</u> from the road or publicly accessible areas of the site;</i>	

(ii) At A1(g) the option to provide an awning based on what is existing or on adjacent sites should be revised to make sun and rain protection mandatory along with an equivalent PC to require appropriate weather protection for the pedestrian areas. Proper provisions for weather protection of the public realm adds to walkability and consequently health benefits.

Amend sub clause (g) as follows:

Clause 13.4.3 Design

Acceptable Solutions	Performance Criteria
A1 (g) provide awnings over a public footpath if existing on the site or adjoining properties, <u>and to the pedestrian entrance to the building</u> excluding for a Residential use; and	P1 (g) provide awnings over a public footpath, excluding for a Residential use, unless: the site does not have existing awnings; there is no benefit for the streetscape or pedestrian amenity; or it is not possible to provide an awning due to physical constraints of the site or building; and

The draft SPPs standards for the Village zone do not cover design standards as is the case for the Urban Mixed Use zone (clause 13.4.3) and other commercial/business zoning. The Explanatory Document justification for this exclusion states:

There are no design standards within the Village Zone which reflects the use of the Zone in smaller rural settlements.

This justification is not acceptable. The fact that the zone is applied to smaller rural settlements misrepresents the need for good design and potential public interface with buildings and uses in villages together with the prospect of smaller rural settlements not always being small and rural. The design standards at clause 13.4.3 should be inserted for the Village zone at (new) clause 12.4.3 and existing clauses renumbered accordingly.

The amendments to the standards for design at 13.4.3 need to be repeated for equivalent clauses in the following zones: Local Business, General Business, Central Business and Commercial as well as for the Village zone.

17.4.2 Commercial zone and other zones - setbacks and design

The building setback for the Commercial zone at clause 17.4.2 has the AS (A1) at 5.5m setback. The corresponding performance criteria (P1) appears to imply the setback in the Commercial zone is to provide, primarily, for vehicle access and parking. The objective for the setback standard refers to:

- (a) *contributes positively to the streetscape; and*
- (b) *does not cause an unreasonable loss of amenity to adjoining residential Zones*

And then at clause 17.4.3, Design, there is a similar objective for streetscape. It is contended that assigning the frontage of a commercial site to vehicle access and parking is contrary to making a positive contribution to the streetscape.

The attraction of vehicle parking within the frontage setbacks of buildings is understood and will possibly continue to be the preferred position for building owners and occupiers. However a nil setback does not preclude a larger setback, but in doing so, particularly if the performance criteria are triggered as an alternative to A1 (b) and (c), then streetscape and pedestrian safety and amenity can be given proper consideration.

The preferred position is as for the General Business zone at clause 15.4.2/A1 with the setback for the Commercial zone to based on a nil setback. The performance criteria clause 17.4.2 /P1 can remain but with an addition to sub clause (c) of '*and amenity of pedestrian and other*'. The design standards will then add to the streetscape and pedestrian environment considerations as follows.

17.4.2 Setbacks

Acceptable Solutions	Performance Criteria
<p>A1</p> <p>Buildings must have a setback from a frontage of that is</p> <p>(a) not less than 5.5m built to the frontage; or</p> <p>(b) not less than existing buildings on the site or not more or less than the maximum and minimum setbacks of the buildings on adjoining properties.</p>	<p>P1</p> <p>Buildings must have a setback from a frontage that provides adequate space for vehicle access, parking and landscaping, having regard to:</p> <p>(a) the topography of the site;</p> <p>(b) the setback of buildings on adjacent properties; and</p> <p>(c) the safety of <u>pedestrian and other</u> road users.</p>

7.6 Codes

C2.0 Parking and Sustainable Transport code

The Parking and Sustainable Transport code (C2.0) has direct relevance to enhancing work place health and wellbeing.

Clause C2.1 Code Purpose, requires amending to better reflect the quest for sustainable transport and to reflect comments in the Explanatory Document that states at page 18:

Parking, access and sustainable transport are fundamental to the liveability of the Tasmanian community...

And

The provision of car parking for uses and developments can impact on the viability of public transport services in activity centres and reduce the area of land available for other uses potentially affecting the efficiency and characteristics of cities and towns. The ability for central business areas to be exempt from car parking requirements is an important policy consideration and has historically been included in many Planning Schemes. In these areas, an intensity of development is required which would be compromised if car parking was provided on every site. Accordingly a more strategic approach to parking in central business areas should be applied.

Sustainable transport is also an important factor in relation to facilitating public transport, cycling and walking.

The amendments the Heart Foundation seeks to the code purpose follow:

C2.1 Code Purpose

The purpose of the Parking and Sustainable Transport Code is:

- C2.1.1 To ensure that an appropriate level of parking facilities is provided to service use and development.
- C2.1.2 To ensure that the provision of infrastructure facilitates cycling, walking and public transport ~~are encouraged~~ transport in urban areas.
- C2.1.3 To ensure that access for pedestrians, cyclists and other low-powered vehicles ~~and cyclists~~ is safe and adequate.
- C2.1.4 To ensure that parking does not cause an unreasonable loss of amenity to a locality.
- C2.1.5 To ensure that parking spaces and accesses meet appropriate standards.
- C2.1.6 To provide for the implementation of parking precinct plans.

The above amendments to the code purpose are to focus the code on the provision of infrastructure for active travel; not to just 'encourage'.

Turning to policy, the need and merit for a parking code is questioned. The above quotes from the Explanatory Document raises the question for central business areas. Indeed the merit of a parking numbers standard should be reviewed for all areas. Apart from the difficulty of settling on suitable numbers for parking spaces for particular uses, parking spaces are expensive, intrude considerably on the urban fabric and can constitute avoidable regulation. The theory is that where parking is provided by the applicant of their own volition there will be greater rationality of parking provision and a better representation of costs over benefits. A potential benefit from a rational policy on car parking numbers is for greater physical activity from reducing the ability for door-to door car travel³⁵.

To follow this line, clauses C2.5.1, C2.5.2, C2.5.3, C2.5.5 and Table C2.1 covering car, bicycle and motor cycle parking would be deleted. Some consequential amendments would also be necessary where a standard refers to a requirement for a certain number of spaces as in clause C2.6.5 A1.1. In those instances to 'require' (as in number of spaces) should be omitted and 'provide' substituted as follows:

Uses that ~~require~~ provide 10 or more car parking spaces must

³⁵ Heart Foundation 'Healthy Active by Design' <http://www.healthactivebydesign.com.au/evidence-2>

And in clause C2.6.7/A1:

'Within the General Business Zone and Central Business Zone, bicycle parking for uses that ~~require~~ provide 5 or more bicycle spaces in Table C2.1 must:'

Turning to the Explanatory Document 16.0 Zone Application Framework (p100), the guidelines for the business and commercial zones are supported from a work place health perspective.

7.7 Recommendations for amendments to the State Planning Provisions to enhance work place health

1. SPP section 2.1 Planning Scheme Purpose insert the following:

Work places support physical activity through convenient and safe accesses providing for natural surveillance of outside spaces and the street.

2. Amend clause 13.4.3 Design as follows:

Acceptable Solutions	Performance Criteria
A1 Buildings must be designed to satisfy all of the following: (a) <i>provide the main pedestrian entrance to the building that is visible and accessible from the road or publicly accessible areas of the site;</i>	
A1 (a) provide awnings over a public footpath if existing on the site or adjoining properties, <u>and to the pedestrian entrance to the building</u> excluding for a Residential use; and	P1 (a) provide awnings over a public footpath, excluding for a Residential use, unless: (b) the site does not have existing awnings; (c) there is no benefit for the streetscape or pedestrian amenity; or (d) it is not possible to provide an awning due to physical constraints of the site or building; and

3. Apply and insert the amended design standards at clause 13.4.3 Urban Mixed Use zone to the Village zone at (new) clause 12.4.3 and existing clauses renumbered accordingly.
4. Apply the amended design standards of clause 13.4.3 to the Local Business, General Business, Central Business and Commercial zones.
5. Amend clause 17.4.2 A1/P1 as follows:

Acceptable Solutions	Performance Criteria
A1 Buildings must have a setback from a frontage of that is (a) not less than 5.5m built to the frontage; or	P1 Buildings must have a setback from a frontage that provides adequate space for vehicle

(b) not less than existing buildings on the site or not more or less than the maximum and minimum setbacks of the buildings on adjoining properties.	access, parking and landscaping, having regard to: (a) the topography of the site; (b) the setback of buildings on adjacent properties; and (c) the safety <u>of pedestrian and other</u> road users.
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6. Amend clause C2.1 for the Parking and Sustainable Transport Code as follows:

C2.1.2 To ensure that the provision of infrastructure facilitates cycling, walking and public transport ~~are encouraged~~ transport in urban areas.

C2.1.3 To ensure that access for pedestrians, cyclists and other low-powered vehicles ~~and~~ ~~cyclists~~ is safe and adequate.

7. Delete the numerical standards for parking provision at clauses C2.5.1, C2.5.2, C2.5.3, C2.5.5 and Table C2.1 of the Parking and Sustainable Transport Code.

8. In clause C2.6.5/A1.1 omit 'require' (as in number of spaces) and substitute 'provide' as follows:

'Uses that ~~require~~ provide 10 or more car parking spaces must'

9. In clause C2.6.7/A1 omit 'require' (as in number of spaces) and substitute 'provide' as follows:

'Within the General Business Zone and Central Business Zone, bicycle parking for uses that ~~require~~ provide 5 or more bicycle spaces in Table C2.1 must:'

C. Annexures

Annexure 1 - Draft for a Liveable Streets Code

Cx.0 Liveable Streets Code

Cx.1 Code Purpose

The Purpose of the Liveable Streets Code is:

To establish a legible street hierarchy that sets the function of streets based on through traffic, the requirements for public transport, the adjoining land use and provision of pedestrian networks and cycle ways.

To ensure that cycling, walking and public transport are supported as a means of transport in urban areas.

To establish the design criteria for streets that set the speed environment and amenity for new and retrofitted streets including recognising the public open space opportunities within the street environment.

To establish the design criteria for local streets that embody passive speed measures including, change of surface materials, limited visual length of street segments, and reduced carriage widths.

To establish the design criteria for streets to provide for connectivity and permeability for pedestrian and bicycle access.

To establish the design criteria for streets to provide for equitable access with features that are barrier free for people with disabilities.

To establish the design criteria for a minimum width and maximum cross-fall and the provision of a consistent, connecting walkable surface.

Cx.2 Application of this Code

This Code applies to development for new streets or a change of use or development (other than maintenance and repair) of existing streets for the General Residential, Low Density Residential, Rural Living, Village, Urban Mixed Use, Local Business, General Business, Central Business, Commercial, and Light Industrial zones.

Cx.3 Definition of Terms

Definitions inserted as required

Cx.4 Development Exempt from this Code

Cx.4.1 There are no exemptions from this Code.

Cx.5 Use Standards

Cx.5.1 Use standards inserted as required

Cx.6 Development Standards for Liveable Streets

Cx.6.1 Street hierarchy

Objective:	To establish a street hierarchy that sets the function of streets based on through traffic, the requirements for public transport, the adjoining land use and provision of pedestrian networks and cycle ways.
Acceptable Solutions	Performance Criteria
A1 Access to a higher speed street is within 500m from anywhere on the low speed street network. Street interruptions are placed at regular intervals of approximately 100m for 30km/h and 150m for 40km/h streets. The street hierarchy facilitates bus public transport where bus routes determine street widths and grades.	P1 To be drafted

Cx.6.2... Street Design Parameters

Objective:	To establish street design parameters that set the speed environment and amenity for new and retrofitted streets including recognising the public open space opportunities within the street environment. Paths are designed to standards that avoid exclusion for people with disabilities
Acceptable Solutions	Performance Criteria
A1 Local streets with a speed limit not exceeding 40km/h have a maximum carriage width of 5.6m. Paths satisfy AS1428 parts 1&2 to provide a continuous path of travel. Footpaths have a minimum cross falls of <2.5% (1:40) with no vertical drops or steps. Footpaths are provided on both sides of all streets. Street landscaping maintains clear sightlines on walking and cycling routes with low vegetation (<0 700mm) and/or trees with clear stems (up to 2.4m).	P1 Street/road reserves are of a width and alignment that can: provide for safe and convenient movement and parking of projected volumes of vehicles and other users. provide for footpaths, cycle lanes and shared-use paths for the safety and convenience of residents and visitors. allow vehicles to enter or reverse from an allotment or site in a single movement allowing for a car parked on the opposite side of the street. accommodate street tree planting, landscaping and street furniture. accommodate the location, construction and maintenance of stormwater drainage and public Utilities. accommodate service and emergency vehicles. traffic speeds and volumes are restricted where appropriate by limiting street length and/or the distance between bends and slow points.

	<p>sight distances are adequate for motorists at intersections, junctions, and at pedestrian and cyclist crossings to ensure the safety of all road users and pedestrians.</p> <p>existing dedicated cycling and walking routes are not compromised.</p> <p>sufficient on-street visitor car parking is provided for the number and size of allotments, taking account of:</p> <ul style="list-style-type: none"> (a) the size of proposed allotments and sites and opportunities for on-site parking (b) the availability and frequency of public and community transport
--	--

Cx.6.3 Street connectivity and permeability

Objective:	Streets provide for connectivity and permeability for pedestrian and bicycle access through: small street block sizes; and paths that connect streets
Acceptable Solutions	Performance Criteria
A1 Walking and cycling paths are provided to link heads of culs de sac and dead-end streets to other streets.	P1 Streets facilitate the most direct route to local facilities for pedestrians and cyclists and enable footpaths, cycle lanes and shared-use paths to be provided of a safe and suitable width and reasonable longitudinal gradient.

Cx.6.4 Streets enhance walkability

Objective:	To enhance walkability through inviting, safe and secure streets and paths
Acceptable Solutions	Performance Criteria
A1 Footpaths are of minimum widths: generally > than 2m. (2m+ allows 2 wheelchairs to pass and for pram and dog walking) >3.5m for shopping strips. >3m along bus stops and near schools A >0.5m buffer eg a nature strip is provided between moving vehicles and pedestrians.	P1 Pedestrians are given priority of movement. There are limited interruptions to progress along footpaths and path width comfortably accommodates the number of pedestrians.

Cx.6.5 Streets enhance cycle-ability

Objective:	To enhance cycling for daily requirements, including journey to work or school through available safe and convenient routes.	
A1 Motorised vehicles and cyclists occupy shared street space for streets with <3000vpd & < 30kmph design speed environment. Separated bicycle facilities are provided where motorised vehicles exceed 3000vpd. Bicycle lanes are provided on higher order faster streets >40km/h & >5000vpd. Bicycle lanes are provided where it is strategic to provide bicycle routes and where there is high volumes of bicycles.	P1 To be drafted	

Cx.6.6 Streets enhance public transport

Objective:	To ensure that maintenance and repair of buildings and structures are undertaken to be sympathetic to and not detract from the local historic heritage significance of local heritage places.	
Acceptable Solutions	Performance Criteria	
A1 The preferred distance of housing to a bus stop is <400m The maximum distance from housing to a public transport route is 500m.	P1 Street width, construction and, grades facilitate bus public transport.	

Annexure 2 - Summary of Recommendations by Clause Number

The consolidated recommended amendments to the draft SPPs are presented below in chronological clause number order, where possible.

Clause 2.0

1. Purpose insert a clear set of objectives for use and development of land based on how the LUPAA objectives are furthered and how consistency is found with State Policies.
2. Purpose includes the following objectives:
 - Use and development of land encourages and supports active living for improved health outcomes.
 - Use and development of land encourages and supports active travel for improved health outcomes.
 - Public open spaces and reserves provide a well distributed network of walkable and attractive spaces strategic to local communities for their aesthetic, environmental, health and economic benefits.
 - Mixed density housing and housing that satisfies life-cycle requirements is encouraged to enhance the scope for active living and active travel.
 - Compatible land uses are co-located to promote active travel to, and between different activities.
 - The use or development of land supports a resilient, localised, healthy and sustainable food system.
 - Work places support physical activity through convenient and safe accesses providing for natural surveillance of outside spaces and the street.

Clause 3.1.3

3. Interpretation - amend, clarify and add to the interpretations as follows:

Term	Definition
active living	means a way of life that integrates physical activity into daily routines.
active travel	means travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day.
amenity	means, in relation to a locality, place or building, any quality, condition or factor that makes or contributes to making the locality, place or building harmonious, pleasant or enjoyable <u>and adds to the health and wellbeing of the users of the locality, place or building.</u>
home based business	Confirm or amend accordingly the interpretation such that a home-based business for local food production or processing is not confined to just part of a dwelling and does include the whole site.

healthy food	means food which is required for a healthy and nutritious diet and is adequate, safe and culturally appropriate and sufficient to live an active healthy life.
local food production or processing	means food grown or reared on a site primarily for local consumption and where there has been minimum processing of the products.
road	means land over which the general public has permanent right of passage, including the whole width between abutting property boundaries, all footpaths and the like, and all bridges over which such a road passes <u>and includes all State roads.</u>
street	means a road that is not a State road.

Clause 4.0.1

4. Table 4.1 Exemptions - amend, clarify and add to the exemptions as follows:

Use or Development	Qualifications
home occupation	Confirm or amend accordingly that home occupation includes food production or processing over the whole site and is not solely limited to 'no more than 40m ² gross floor area of the dwelling'
road works	Maintenance and repair of roads and streets upgrading by or on behalf of the road authority which may extend up to 3m outside the road reserve including: <ul style="list-style-type: none"> (a) widening or narrowing of existing carriageways; (b) making, placing or upgrading kerbs, gutters, footpaths, shoulders, roadsides, traffic control devices, line markings, street lighting, safety barriers, signs, fencing and landscaping unless subject to the Local Historic Heritage Code; or (c) repair of bridges, or replacement of bridges of similar size in the same or adjacent location.
minor infrastructure	<ul style="list-style-type: none"> (a) Provision, Maintenance and modification of footpaths, cycle paths. (b) <u>Provision</u>, maintenance and modification of playground equipment, seating, shelters, bus stops and bus shelters, street lighting, telephone booths, public toilets, post boxes, cycle racks, fire hydrants, drinking fountains, rubbish bins, public art, associated signs and the like on public land.
use or development in a road reserve or on public land	outdoor dining facilities, signboards, roadside vendors and stalls on a road that have been granted a licence under a relevant Council By-Law; or <u>urban agriculture including a community garden and a market</u> on a public land.

Clause 6.2

5. Categorising use or development delete 'subdivision' from clause 6.2.6.

Clause 8.1

6. Amend, omit and substitute the purpose of the General Residential zone as follows:

8.1.1 To provide for residential use or development that accommodates a range of dwelling types at suburban densities, where full reticulated infrastructure services are available or can be provided.

~~*8.1.4 To ensure that non residential use does not unreasonably displace or limit Residential use.*~~

8.1.4 To ensure the use and development of land promotes the health, safety and amenity of residential areas.

Clause 8.2

7. Use Table - General Residential zone and for other zones insert for the use class 'resource development' the qualification 'If for local food production or processing', as permitted use and development in the following zones:

Zone	Qualification
General Residential, Low Density Residential, Rural Living, Village, Urban Mixed Use, Local Business, General Business, Central Business, Commercial, Light Industrial, Environmental Living, Landscape Conservation, Environmental Management, Major Tourism, Community Purposes, Recreation, Open Space	P (If for local food production or processing)

Clause 8.3.1

8. General Residential zone – use standards discretionary uses, omit the objective and substitute:

8.3.1 To ensure that all discretionary uses are compatible with residential use.

Clause 8.4.1

9. General Residential zone - Development standards for multiple dwellings delete the performance criterion P1(a) as follows:

P1

Multiple dwellings must only have a site area per dwelling that is less than 325m², if the development will not exceed the capacity of infrastructure services and:

- (a) ~~is consistent with the density of existing development on established properties in the area; or~~
 (b) *provides for a significant social or community benefit and is:*
 (i) *wholly or partly within 400m walking distance of a public transport stop; or*
 (ii) *wholly or partly within 400m walking distance of an Inner Residential Zone,*

Clauses 8.4.1 A1 and P1 and 8.6.1 A1

10. General Residential zone omit 325m² and 450m² respectively and substitute 400m² for all forms of housing.

Clauses 8.4.2 A2(c) and others

11. General Residential zone delete or amend as follows:

Clause	Provision showing parts for deletion
Setbacks and building envelope for all dwellings Clause 8.4.2 A2(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
Site coverage and private open space for all dwellings Clause 8.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provides:'
Site coverage and private open space for all dwellings Clause 8.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development Clause 8.5.1 A1 (c)	(c) if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of those dwellings. (c) developed for gardens and landscaping.
Non dwelling development Clause 8.5.1 P3	A building that is not a dwelling, must be consistent with the form and scale of residential development existing on established properties in the area and have reasonable space for the planting of gardens and landscaping.

Clause 8.6

12. Development Standards for subdivision and for other zones insert provisions and standards for public open space and riparian and littoral reserves at clause 8.6 and equivalent provisions in all other zones except the Port and Marine zone and the Utilities zone as follows:

x.6.2, x.5.2 public open space (clause numbering as applicable for each zone)

Objective:	To ensure subdivision delivers a well distributed network of walkable and attractive public open spaces and reserves strategic to local communities.	
Acceptable Solutions		Performance Criteria
A1 Subdivision provides a minimum land area of 5% for public open space.	P1 Payment instead of public open space is taken where: <ul style="list-style-type: none"> (a) a strategic plan for public open space and reserves provides for the acquisition of public open space at alternative sites in the vicinity of the subdivision; or (b) a strategic plan for public open space and reserves specifies requirements for the improvement on existing public open space land in the vicinity of 	
A2 (a) Subdivision provides a minimum width of riparian reserve of 30m from the bank of a water course (non-tidal) for the length of the common boundary with the water course.	P2 (a) A riparian reserve of less the 30m is provided or dispensed with where there is a common boundary with a minor water course; and (b) A riparian reserve is not required to link to adjoining reserves, or (c) A riparian reserve is not required as part of a strategic plan for public open space and reserves.	
A3 (a) Subdivision provides a minimum width of littoral reserve of 30m from the bank of a river or coast for the length of the common boundary with the river or coast.	P3 (a) The requirement to provide a littoral reserve of 30m may only be reduced or dispensed with where existing buildings or features do not allow for the full or partial reserve width to be provided; or the area is required for coastal dependent	

Clause 8.6 and others

13. General Residential Zone, amend to provide for streets, as follows:

- (a) Delete Clause 8.6.2 Roads except for standard A2/P2.
- (b) Relocate standard 8.6.2 A2/P2 to clause 8.6.1.
- (c) Insert (new) standard for streets as clause 8.7, being a modification from existing clause 8.6.2, as follows:

Development Standards for Streets

Objective	<p>To ensure that the arrangement of new development for roads <u>streets within a subdivision</u> provides for:</p> <ul style="list-style-type: none"> a) a legible road hierarchy that sets the function of streets based on through traffic, the requirements for public transport, the adjoining land use and the connectivity and permeability for pedestrian networks and cycle ways; b) safe, convenient and efficient connections to assist accessibility and mobility of the community; c) the adequate accommodation of vehicular, pedestrian, cycling and public transport traffic; and d) the efficient subdivision development of the entirety of the land and of surrounding land; and e) the efficient ultimate development of the entirety of the land and of surrounding land; and the integration of land use and transport.
Acceptable Solutions	Performance Criteria
<p>A1</p> <p>There are no acceptable solutions. The subdivision includes no new roads.</p>	<p>P1</p> <p>The arrangement and construction of roads <u>Development for streets within a subdivision</u> must satisfy all of the following:</p> <ul style="list-style-type: none"> (a) the route and standard of roads <u>streets</u> accords with any relevant road network plan adopted by the Planning Authority; (b) the appropriate and reasonable future subdivision of the entirety of any balance lot is not compromised; (c) the future subdivision of any adjoining or adjacent land with subdivision potential is facilitated through the provision of connector roads and pedestrian paths, where appropriate, to common boundaries; (d) an acceptable level of access, safety, convenience and legibility is provided <u>for all street users</u> through a consistent road function hierarchy; (e) connectivity with the neighbourhood road <u>street</u> network <u>through streets and paths</u> is maximised <u>maximized</u>. <u>Cul-de-sac and other non-through streets are minimized</u>; (f) the travel distance <u>for walking and cycling</u> between key destinations such as shops and services is minimised; (g) walking, cycling and the efficient movement of public transport <u>and provision of public transport infrastructure</u> is facilitated; (h) provision is made for bicycle infrastructure on new arterial and collector roads in accordance with Austroads Guide to Road Design Part 6A as amended; <u>and</u> (i) any adjacent existing grid pattern of streets is extended, where there are no significant topographical constraints.

Clauses to insert provisions for streets

14. Amend to provide for streets as per Clause 8.7 of the General Residential zone as follows:

Zone	Existing clauses	New clauses	Notes
Inner Residential	9.6.2	9.7	Zone currently contains standards as per the General Residential zone.
Low Density Residential	10.6.2	10.7	Zone currently contains standards as per the General Residential zone.
Rural Living	11.5.2	11.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.
Village	12.5.22	12.6	The performance criteria are expanded from the draft SPPs to reflect the residential intent for the zone.
Urban Mixed Use	No provision	13.6	Provisions extended to the Urban Mixed Use zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Local Business	No provision	14.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
General Business	No provision	15.6	Provisions extended to the General Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Central Business	No provision	16.6	Provisions extended to the Central Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Commercial	No provision	17.6	Provisions extended to the Commercial zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.
Light Industrial	No provision	18.6	Provisions extended to the Local Business zone as there are no similar provisions in the draft SPPs. The standards have application to new streets as well as retrofitting existing streets.

Clause 9.1.3(c)

15. Inner Residential zone, delete as follows:

~~9.1.3(c) does not unreasonably displace or limit residential use.'~~

Clause 9.3.1

16. Inner Residential zone omit the objective and substitute:

9.3.1 To ensure that all discretionary uses are compatible with residential use.

Clauses 9.4.2 A2(c) and others

17. Inner Residential zone delete or amend clauses as follows:

Clause	Provisions showing parts for deletion
Setbacks and building envelope for all dwellings clause 9.4.2 A1(c)	if for a vacant site and there are existing dwellings on adjoining sites on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 objective	'To ensure that dwellings are consistent with the amenity and character of the area and provides provide.'
<i>Site coverage and private open space for all dwellings</i> clause 9.4.3 P1(a)	site coverage consistent with that existing on established properties in the area;
Non dwelling development clause 9.5.1 A1 (c)	if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street.
Non dwelling development clause 9.5.1 P3	Buildings must be consistent with the form and scale of residential development existing on established properties in the area and have a reasonable space for the planting of gardens and landscaping.

Clause 13.1.3

18. Urban Mixed Use zone insert additional zone purpose as follows:

13.1.3 To provide amenity for residents appropriate to the mixed use characteristics of the Zone.

Clause 13.2

19. Urban Mixed Use zone, use Table insert the following:

(Use Class) Discretionary	Qualification
Residential	If not listed as permitted

Clause 13.3.1

20. Urban Mixed Use zone - Use Standards omit objective and substitute the following:

13.3.1 To ensure that non-Residential use:

- (a) is compatible with the adjoining uses;
- (b) does not cause unreasonable loss of residential amenity; and
- (c) to ensure that uses do not cause unreasonable loss of amenity to adjoining residential Zones.

Clause 13.4.3

21. Urban Mixed Use zone - Design amend provisions as follows:

Acceptable Solutions	Performance Criteria
A1 Buildings must be designed to satisfy all of the following: <i>(a) provide the main pedestrian entrance to the building that is visible and accessible from the road or publicly accessible areas of the site;</i>	
A1 (g) provide awnings over a public footpath if existing on the site or adjoining properties, and to the pedestrian entrance to the building excluding for a Residential use; and	P1 (g) provide awnings over a public footpath, excluding for a Residential use, unless: the site does not have existing awnings; there is no benefit for the streetscape or pedestrian amenity; or it is not possible to provide an awning due to physical constraints of the site or building; and

Clauses 13.4.3 and 12.4.3

22. Urban Mixed Use zone and Village zone, apply and insert the amended design standards at clause 13.4.3 to (new) clause 12.4.3 and existing clauses renumbered accordingly.

Clause 13.4.3 and others

23. Apply the amended design standards to the Local Business, General Business, Central Business and Commercial zones.

Clause 14.3.1

24. Local Business zone, Use Standards – all uses amend the objective as follows:

14.3.1

Objective:	To ensure that non-residential uses do not cause unreasonable loss of amenity to adjoining residential uses and residential Zones.
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Clause 14.4.1

25. Local Business zone, Development Standards – Building height amend the objective as follows:

14.4.1

Objective:	To ensure building height: (a) contributes positively to the streetscape; and (b) does not cause an unreasonable loss of amenity to adjoining <u>residential uses</u> <u>and</u> residential Zones.
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Clause 14.4.2

26. Local Business zone, Development Standards – Setbacks amend the objective as follows:

14.4.2

Objective:	To ensure that building setback: (a) contributes positively to the streetscape; and (b) does not cause an unreasonable loss of amenity to adjoining <u>residential uses</u> <u>and</u> residential Zones.
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Clause 17.4.2

27. Commercial zone, Development Standards – Setbacks amend A1/P1 as follows:

Acceptable Solutions	Performance Criteria
A1 Buildings must have a setback from a frontage of that is: (a) not less than 5.5m built to the frontage; or (b) not more or less than the maximum and minimum setbacks of the buildings on adjoining properties.	P1 Buildings must have a setback from a frontage that provides adequate space for vehicle access, parking and landscaping, having regard to: (a) the topography of the site; (b) the setback of buildings on adjacent properties; and (c) the safety of <u>pedestrian and other</u> road users.

Clause 21.3.1/P3(a)

28. Agriculture zone – Use Standards (discretionary uses Residential use) clarify where it refers to a residential use ‘must be part of an agricultural use...’ compared with housing classified under clause 6.2.2 that deals with categorizing uses ‘where directly associated with and a subservient part...’.

Clause 20.0 and 21.0

29. Amend the Rural and Agriculture zones by combining into a single Rural Resource zone and make provision for a code incorporating an overlay to spatially define the Tasmanian agricultural estate.

Clause 27.2

30. Community Purpose zone - Use Table and Clause 28.2 Recreation zone amend the qualifications for the use class ‘general retail and hire’ to make a ‘market’ permitted as follows:

Zone	Qualification
Community Purposes	D P (if for a market)
Recreation	P (if for a market) D (If for clothing, equipment or souvenirs for a Sports and Recreation use; or (b) for a market.)

Clause C2.1

31. Parking and Sustainable Transport Code amend the code purpose as follows:

C2.1.2 To ensure that the provision of infrastructure facilitates cycling, walking and public transport ~~are encouraged transport in urban areas.~~

C2.1.3 To ensure that access for pedestrians, cyclists and other low-powered vehicles ~~and cyclists~~ is safe and adequate.

Clauses C2.5.1, C2.5.2, C2.5.3, C2.5.5 and Table C2.1 1

32. Parking and Sustainable Transport Code delete the numerical standards for parking provision.

Clause C2.6.5/A1.1

33. Parking and Sustainable Transport Code – Pedestrian Access omit ‘require’ (as in number of spaces) and substitute ‘provide’ as follows:

‘Uses that ~~require~~ provide 10 or more car parking spaces must’

Clause C2.6.7/A1

34. Parking and Sustainable Transport Code – Bicycle Parking and Storage Facilities

omit ‘require’ (as in number of spaces) and substitute ‘provide’ as follows:

‘Within the General Business Zone and Central Business Zone, bicycle parking for uses that ~~require~~ provide 5 or more bicycle spaces in Table C2.1 must:’

Liveable Streets Code

35. Make provision in the SPPs codes for a future Liveable Streets Code.

Explanatory Document

It is requested that the following conflicting statements (page 39) be deleted from the Explanatory Document for the Inner Residential zone under ‘zone purpose’, as follows:

~~‘The Zone has limited application within serviced residential areas’, and~~

~~‘...this Zone should be well utilised where appropriate.’~~

~~‘Within the Inner Residential Zone there should be a reduced expectation on suburban residential amenity,...’~~

Tasmanian Active Living Coalition

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To the State Planning Office

Subject: State Planning Provisions Review

Thank you for the opportunity to provide feedback on phase one of the State Planning Provisions Review. On behalf of members of the Tasmanian Active Living Coalition please find a consultation submission attached in response to the State Planning Provisions Review Scoping Paper.

The Tasmanian Active Living Coalition works together to influence and inform policies, decisions and strategies that encourage the creation of active living environments, food security and social inclusion that benefit health and wellbeing.

Yours sincerely

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Date: 11 August 2022

Tasmanian Active Living Coalition

Submission to State Planning Provisions Review

Phase I – Scoping Paper



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Introduction

The Tasmanian Active Living Coalition (TALC) welcomes the opportunity to submit feedback to the State Planning Provisions (SPPs) Review Scoping Paper under phase one of the review process.

The objective of TALC's submission is to embed health and wellbeing in the SPPs and the future Tasmanian Planning Policies. TALC proposes this can be achieved by putting a 'health in all policies' lens on the SPPs and including improved or additional provisions that support and promote active living, access to open space, food security and social inclusion.

In late 2021, TALC was commissioned to provide a discussion paper to the Premier's Health and Wellbeing Advisory Committee - *Tasmania's Planning System – Opportunities for Health and Wellbeing*. A number of key issues with Tasmania's State Planning Provisions were raised in this discussion paper and have been included in this submission.

The rationale and supporting evidence for the recommended amendments is detailed throughout the submission with a reference list attached. Individual TALC members have contributed to this submission and may have also made separate submissions on behalf of their organisations.

This submission has been approved by TALC's Chair and endorsed by TALC's membership.

About the Tasmanian Active Living Coalition

TALC is an independent, not-for-profit coalition made up of representatives from a broad range of non-Government and Government organisations with an interest in active living.

TALC members work together to influence and inform policies, decisions and strategies that encourage the creation of active living environments.

TALC's aim is to lead, support and promote the creation of environments supporting active living, and to add value by providing a mechanism for an integrated approach and potentially drive behaviour change in relation to active living.

TALC's purpose is to:

- translate evidence into policy and practice;
- build on existing partnerships and develop new partnerships as required;
- raise the profile of active living;
- support, advise and advocate for improvements in the built and natural urban environments including improved access to our parks and open spaces; and
- highlight the importance the built and natural urban environments play in active living.

The principal interest of TALC is for the SPPs to enhance (and not hinder) active living (including physical activity and active transport) and access to healthy food for community health and wellbeing.

Therefore TALC advocates to have *health and wellbeing* as priority outcomes from land use planning as regulated through the Tasmanian Planning System.

Definitions

The following terms included in this submission are defined as

Active living - a way of life that integrates physical activity into daily routines (1).

Active travel - travel modes that involve physical activity such as walking and cycling and includes the use of public transport that is accessed via walking or cycling and may allow for integration of multi-modal transport in the course of a day (1).

Built environment - the structures and places in which we live, work, shop, learn, travel and play, including land uses, transportation systems and design features (2).

Food security - the ability of individuals, households and communities to physically and economically access food that is healthy, sustainable, affordable and culturally appropriate. The domains of food security include supply, demand, utilisation and access (financial and physical) (1).

Health - a state of complete physical, mental and social wellbeing and not merely the absence of disease (3).

Liveability - a livable community is one that is safe, socially cohesive, inclusive and environmentally sustainable. Highly liveable areas provide affordable housing that is well serviced by public transport, walking and cycling infrastructure (4). They have good access to employment, education, shops and services, POSs, and social, cultural and recreational facilities (4).

Physical activity - any bodily movement produced by skeletal muscles that requires energy expenditure encompassing all movement during leisure time, for transport to get to and from places, or as part of a person's work (5).

Social inclusion – is a term used to describe how government, community, business, services and individuals can work together to make sure that all people have the best opportunities to enjoy life and do well in society. It is about making sure that no one is left out or forgotten in our community (6).

Wellbeing – mental health is a state in which an individual can realise their own potential cope with normal stresses, work productively and contribute to their community (3)¹.

¹ TALC acknowledges that Tasmania will likely develop its own definition of wellbeing as part of the development of Tasmanian Health and Wellbeing Framework.

Active Living Overview

The SPPs are a key mechanism for applying healthy planning principles to the built environment in Tasmania to create liveable locations which promote physical activity, healthy eating and social connection. TALC provides the following overview of key aspects of active living which are directly related to implementation of the SPPs.

The Built Environment

The way the environment is planned, designed and built can directly affect the health and wellbeing of people who use and inhabit the space. A series in *The Lancet*, one of the top-ranking medical journals in the world, *Urban Design and Transport to Promote Healthy Lives* recognises the importance of the built environment for active living (7). The series recommends creating compact cities that locate shops, schools, other services, parks and recreational facilities, as well as jobs near homes, and providing highly connective street networks making it easy for people to walk and cycle to places (7). The Heart Foundation of Australia's *Healthy Active by Design* framework (2) notes 'planning for active living calls for a commitment to applying healthy planning principles to all levels of the planning system, at every stage of the planning process and in every planning project and policy initiative' (2).

There are many co-benefits of improving planning for active living including reductions in greenhouse gas emissions, improved air quality, reduced traffic congestion, more sustainable infrastructure, increased economic productivity, improved social capital and more liveable towns and cities (7).

Physical Activity

Physical activity is fundamental for good physical and mental health and wellbeing. Physical activity can help prevent heart disease, type two diabetes, numerous cancers, dementia, weight gain, gestational diabetes, and anxiety and depression (8). Being physically active improves sleep and improves brain function at all ages (8).

Despite this, almost half of all Tasmanians aged 18 and over do not do enough physical activity for good health (9). Tasmania is below the national average and is ranked sixth out of the eight states and territories (9).

The International Society for Physical Activity and Health outline eight investments that work to address physical inactivity (10). The eight investment areas are the evidence-based domains where Governments and organisations can get the best return on investment to improve health and wellbeing through increasing physical activity. Of the eight identified domains, those that can be directly influenced by the SPPs include: active transport, active urban design and workplaces (10).

The Heart Foundation's *Blueprint for an Active Australia* states 'reshaping the built environments in which most Australians live, work, learn and recreate can significantly increase daily physical activity levels. Community and neighbourhood design impacts on local walking, cycling and public transport use, as well as on recreational walking and physical activity' (11).

Liveability

The Heart Foundation's 2020-21 What Australia Wants survey measured community sentiment around qualities of active neighbourhoods and support for initiatives to increase infrastructure for physical activity in and around neighbourhoods (12). Tasmanians expressed a desire to live close to shops and amenities, and in a safe area that is quiet/away from main roads. Tasmanians prioritise access to healthy food, housing diversity and a sense of place (that is, safety, community, natural elements as the most important design features) (12). The report noted that 'a lower proportion of Tasmanians believe their neighbourhood helps them to be active (75 per cent compared to a national average of 80 per cent)' (12). Compared with other jurisdictions, a sense of community was rated lower – with only 58 per cent scoring it as good/excellent – below items such as quality of sports facilities and footpaths (12). These results highlight that liveability, access to healthy food and local physical activity opportunities are important to Tasmanians. However, the results also indicate that these attributes are not always accessible to Tasmanians and should be embedded within the planning system.

In 2021, Place Score ran the Australian Liveability Census, the largest social research project in Australia which included 3 200 records gathered from community members in Tasmania (13). The census explored what was most important in terms of neighbourhood liveability and current performance (13). Ideas for improving local neighbourhoods were collected and included improving walkability to local amenities and open spaces (13). Nationally, walking/jogging/bike paths that connect housing to community amenity was selected as being most important to their ideal neighbourhood by 55 per cent of respondents and ranked third most important overall.

The COVID-19 pandemic has required people to stay close to home, further highlighting the importance of how the built environment can support health and wellbeing. The living with COVID-19 landscape provides a unique opportunity to prioritise the development of liveable built environments supportive of health and wellbeing by embedding these principles with key policy levers such as the SPPs.

Integrated Policies in Active Living

Improving health and wellbeing by supporting Tasmanians to live active lives requires a coordinated approach across government agencies and sectors as called for in the World Health Organization's (WHO) 'Health in All Policies' approach to preventative health (14). In Tasmania, key existing policies which reference active living and are relevant to the SPP review are detailed as follows to provide context and background to the existing policy landscape.

The *Tasmania Statement* supports the connection between health and wellbeing enhanced by natural open spaces. It further notes the opportunities available as Tasmania grows to plan communities to create healthy, liveable and connected spaces (15). The *Tasmania Statement* creates an authorising environment for the Premier's Health and Wellbeing Advisory Council to support health and wellbeing considerations within the planning scheme.

The *Healthy Tasmania Five Year Strategic Plan 2022-26* advocates for a health in all policies approach, including an analysis of the systems outside the health sector which influence the health status of populations (16). The plan focuses on systems and supporting active living initiatives (16). This builds on earlier work under *Tasmania's Plan for Physical Activity 2011-2021* which aimed to 'create built and natural environments that enable and encourage physical activity' (17).

In 2016, a Parliamentary Select Committee Inquiry into Preventative Health Report outlined key findings and recommendations. The Heart Foundation previously highlighted the report's key findings and recommendations in relation to active living in its 2016 *Representation to the Final Draft State Planning Provisions* as follows (1):

Executive summary (page 2)

'The Committee recognises the link between health and the built environment. Liveability principles must be embedded in all Government policy decisions relating to the built environment including but not limited to transport, infrastructure and land use planning.'

Recommendation 3 (k) in relation to a preventative health strategy (page 4):

(k) The importance of active lifestyles, healthy eating and physical activity to improve the health and wellbeing of Tasmanians.

Recommendation 4 (page 4)

4. The Government's health and wellbeing policies are reflected in the Tasmanian Planning System and transport infrastructure policy.

- a) *Government adopts a state-wide planning policy that ensures liveability principles are embodied in all planning decisions;*
- b) *Government ensures transport infrastructure planning and policy decisions embody liveability principles; and*
- c) *Provisions in the new state-wide planning scheme give consideration to active transport links (e.g. walking and cycling), especially within and between urban communities.*

Findings (page 8):

22. The built environment is a significant contributor to improving longer term health and wellbeing outcomes.

23. There is a need to recognise the link between health and the built environment, and this needs to be embodied into State policy and the Tasmanian Planning System.

Health and wellbeing are embedded in the SPPs under *Schedule 1 Objectives of the Resource Management and Planning System (RMPS)* and specifically the *Land Use Planning and Approvals Act 1993 (LUPAA)* Part 2 Objective (1)(f):

‘To promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation...’

Whilst the SPP Review Scoping Paper is limited specifically to the five-year review of the SPP implementation, it will be important to subsequently review the SPPs for compatibility with Tasmanian Planning Policies currently under review. Examples of how a further detailed review of SPPs might be improved to meet Schedule 1, Part 2 Objective are comprehensively set out in the *Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (1)*.

Summary of Active Living Policies

Tasmanian

Tasmania Statement – Working Together for the Health and Wellbeing of Tasmanians (15)

Healthy Tasmania Five-Year Strategic Plan 2022-26 (16)

Joint Select Committee Inquiry Into Preventative Health Report (18)

Heart Foundation Representation to the final draft State Planning Provisions 7 March 2016 (1)

Tasmania's Walking and Cycling for Active Transport Strategy 2011-2021 (17)

Hobart City Deal (19)

The Southern Tasmanian Regional Land Use Strategy (STRLUS) 2010-2035 – Regional Policies 10, 11, 13, 18 and 19 (20)

National²

National Preventative Health Strategy 2021-30 (21)

National Obesity Strategy 2022-32 (22)

Getting Australia Active III – a Systems Approach to Physical Activity for Policy Makers (8)

National Heart Foundation - Blueprint for an Active Australia (11)

National Heart Foundation – Healthy Active by Design (2)

International

Global Action Plan on Physical Activity 2018-30 (23)

International Society for Physical Activity and Health- Eight Investments that Work for Physical Activity (10)

United Nations Sustainable Development Goals (24)

² There is no **National Physical Activity Plan** to provide an overarching framework for addressing physical inactivity and guide future action. In 2020, the Australian Prevention Partnership Centre published [Getting Australia Active III : A systems approach to physical activity for policy makers](#) which identifies eight key areas for action to address physical inactivity. This serves as a guide for policy makers in Australia in the absence of a national plan.

TALC Response to Scoping Paper Questions

1. Which parts of the SPPs do you think work well?

No comment.

2. Which parts of the SPPs do you think could be improved?

Health in All Policies

The Parliament of Tasmania *Select Committee Inquiry Into Preventative Health Report* recommended Government ‘adopt a ‘Health in All Policies’ approach to improving the health and wellbeing of Tasmanians’ (18). The SPPs review provides an opportunity to better align the SPPs with a ‘Health in All Policies’ approach.

In a broader policy context, it is important to consider how the Tasmanian Planning Policies will be developed and integrated with current Government initiatives including development of a Sustainability Strategy, Wellbeing Framework and Review of Local Government.

SPP Purpose Statements clause 2.1

Currently, the Planning Scheme Purpose simply refers to the Resource Management Planning System (RMPS) objectives. The SPPs lack statements about desired outcomes, which leave the contents of the SPPs in a policy vacuum. Specifically, they do not currently reference their relationship to population health or wellbeing.

TALC recommends under the SPPs Planning Scheme Purpose clause 2.1 to include a statement of outcomes within the framework of the RMPS objectives with specific reference to health and wellbeing.

Furthermore, TALC recommends inclusion in the purpose and the objectives for each zone, use standards, development standards and codes, the desired health and wellbeing outcomes from the implementation of the specific provision.

The mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing should be explicit. For example, provisions should improve food security, social inclusion the quality of the public realm to optimise walkability, reduce travel distances between locations, improve air quality, safety, comfort, and increase active travel opportunities.

Active Living

The SPPs should focus on active living through the built environment. A key aspect of active living is the provision of public open space (POS). TALC notes the following issues relating to the provision and retention of POS:

- POS being viewed as a tradable commodity since legislation removed the requirement that POS be held in perpetuity;
- A preference away from small neighbourhood parks towards centralised playgrounds (mainly accessed by car);
- Loss of legislation requiring the provision of riparian and littoral reserves, as was the case for pre 1993 legislation;
- Planning lacking for lifecycle changes in neighbourhoods (i.e., differing requirements as residents age and young families replace); and
- Limited strategic planning for POS.

TALC proposes the following actions related to the SPPs which can have a positive impact on active living:

- Leverage off the opportunity of the COVID-19 pandemic with a renewed interest in local parks and recreation locally;
- Review the Local Government of Tasmania (LGAT) *Tasmanian Subdivision Guidelines October 2013* and *Tasmanian Standard Drawings 2020*. These documents should enhance (and not hinder) planning and design for streets which promote active travel, rather than simply focusing on engineering detail; and
- Identify elements of each Regional Land Use Strategy that relate to active living principles and align the SPPs with these. For example, taking the STRLUS, TALC recommends alignment with regional Policies 10, 11, 13, 18 and 19 (11).

TALC recommends the following provisions within the SPPs to improve active living:

- Insert use and development standards focusing on community-led housing models for increasing residential density; and
- Include standards for the provision of POS and littoral and riparian reserves.

Active Travel

TALC recommends the SPPs make specific provisions for streets that are inclusive for all users to improve active travel through:

- Permeability and connectivity of streets and paths, and limiting dead end cul-de-sacs; and

- Reviewing standards that prevent or are averse to varying street widths, alignment etc to suit the street function with reference to public transport, walking and cycling provision, zero building setbacks, shop top housing, and main street shopping.

Climate Change

Key State, National and International policies reference the link between health and wellbeing and climate change. The *Tasmania Statement* refers to climate change and health, stating ‘we need to continue to take practical action on climate change and poverty because they impact on the health and wellbeing of current and future generations of Tasmanians’ (15). Australia is a signatory to the United Nations 2030 Agenda for Sustainable Development which includes 17 Sustainable Development Goals which include addressing climate change (24). The robust research evidence and direct reference in the *Tasmania Statement* create a call to action to consider climate change across all policies and is critically relevant in reviewing the SPPs.

The Medical Journal of Australia’s 2021 report on the health impacts of climate change found that ‘Australians are increasingly exposed to and vulnerable to excess heat and that this is already limiting our way of life, increasing the risk of heat stress during outdoor sports, and decreasing work productivity across a range of sectors’ (25). In addition, the report notes that ‘other weather extremes are also on the rise, resulting in escalating social, economic and health impacts’ (25).

The Heart Foundation’s *Blueprint for an Active Australia* asserts ‘emphasising urban resilience, through inclusive, safe and sustainable design is critical to addressing climate change. Also, the national and international uptake of renewable energy can also help propel a required energy efficiency mode-shift toward more public transport and active transport modes’ (11). *Getting Australia Active III: A systems approach to physical activity for policy makers* highlights the policy co-benefits for active transport and PA including climate change mitigation (8). This policy guide asserts interventions to promote active transport need to be implemented in conjunction with interventions that address the built form and land use to achieve co-benefits of health and climate change mitigation (8).

Throughout this submission, TALC recommends provisions which support active and public transport, urban greening and public open space all of which address the impact of climate change on health and wellbeing (see summary of TALC recommendations numbers 5, 8, 9, 12 and 16). TALC recommends prioritising these provisions which provide contemporary responses to climate change.

3. What improvements do you think should be prioritised?

TALC recommends prioritising improvements supporting:

1. Provision and prioritisation of active travel modes (eg walking, cycling, public transport) and the transport infrastructure that is inclusive for all users;
2. Provision of quality footpaths and cycleway networks;
3. Access to quality POS; parks; playgrounds with shade and shelter;
4. Liveability;
5. Food security;
6. Social inclusion;
7. Climate change; and
8. Workplace health and wellbeing.

4. Are there any requirements that you don't think should be in the SPPs?

No comment.

5. Are there additional requirements that you think should be included in the SPPs?

TALC asserts that compared to the Interim Planning Schemes (in place from 2015-2021), the SPPs do not have the tools to deliver good outcomes for health and wellbeing, liveability, food security, social inclusion, climate change and workplace health and wellbeing. The following additional requirements are proposed as mechanisms for the SPPs to address the priorities outlined under question three.

Site and Building Design

Design standards have been removed from the SPPs around access to sunlight, outdoor areas, and quality green space, which is critical for health and wellbeing in the home. This has become increasingly important during restrictions in response to the COVID-19 pandemic.

TALC recommends reviewing provisions around site and building designs including:

- Requirements for north facing windows;
- Requirements for private open space to be accessed directly from living areas; and
- Requirements for landscaping.

Subdivision Design

Many subdivision standards that provide health and wellbeing outcomes have been removed from the SPPs. Well-designed subdivisions are critical to active living and active travel. Compact neighbourhoods, provision of housing choice and diversity, wayfinding and POS are critical for promoting access to services and active living. Well-designed neighbourhoods that provide opportunities for healthy living have become increasingly more important during the COVID-19 pandemic.

TALC notes the following omissions around subdivision design:

- The STRLUS sets a target of 15 dwellings per hectare. This was an objective in the General Residential Zone standards in interim schemes, as was promotion of higher densities closer to services, facilities and public transport corridors and planning controls to achieve this; and
- The SPPs provide no density targets and no standards to require higher densities closer to services (minimum lot size of 450m² and no maximum lot size). For example, a developer could be advised by a real estate agent that 700m² lots are selling best and therefore deliver only lots at this size (approximately 10 dwelling per hectare).

TALC recommends the following key actions to address these issues:

- Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
- Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.

Public Open Spaces Code

Ways and POS requirements have been removed from the SPPs. Previous interim schemes included provisions for high-quality POS and wayfinding. This now falls to individual Council Policies under the *Local Government (Building and Miscellaneous) Act 1993*, which lacks consistency and transparency for stakeholders. The SPPs offer an opportunity to significantly enhance POS. This can be through improving the value and use of existing POS, such as parks and natural areas, through ensuring they are useable, accessible and have sufficient facilities to encourage maximum utilisation (such as public toilets, seating, play equipment, and shade). There is also opportunity the provision of new POS including parks and natural areas, greenways, landscaping and planting, community gardens, and areas that foster a sense of community whilst providing a greater connection with nature.

POS comprise spaces that are freely accessible to everyone such as streets, squares, parks, natural features, landmarks, building interfaces, green spaces, pedestrian and bike ways, and other outdoor

places (2). POS should not be seen in isolation but in the context of adjacent buildings, its uses and location in a wider network of public and private spaces.

The quality of the POS influences how much time people spend being active or in nature, both of which directly influence health and wellbeing. Public areas that are aesthetically pleasing, safe, clean and comfortable attract people to the area thus leading to increased walking, cycling, and opportunities for social interaction. The Heart Foundation's *Healthy Active by Design* framework reports that residents with a larger neighbourhood parks within 1600 m engage in 150 minutes more recreational walking per week than those with smaller parks (2). Research links physical activity in or near green space to important health outcomes including obesity reduction, lower blood pressure and extended life spans (26). Sufficient provision of POS including parks and reserves, sporting facilities, community gardens and greenways is important in supporting opportunities for being active.

TALC recommends the development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.

Urban Greening

A growing body of evidence demonstrates that urban green spaces, such as parks, playgrounds, and residential greenery, help keep cities cool, act as places of recreation, support physical activity and improve mental health (11, 26, 27).

TALC notes a lack of opportunities to encourage green infrastructure under the SPPs. TALC's Discussion Paper - *Tasmania's Planning System – Opportunities for Health and Wellbeing* demonstrated difficulties in providing green spaces under the SPPs through a case study of Brighton Council's *Greening Brighton Strategy* (the Strategy). The Strategy aims to increase trees across Brighton's urban areas through strategic tree planting, including in private developments and subdivisions.

Implementation of the Strategy under the SPPs is extremely difficult, given the provisions do not promote urban greening at all. There are no landscaping requirements for units, commercial developments, streets, or vegetation retention (except if priority vegetation). To address the limitations of the SPPs, Council tried to introduce a Landscaping Specific Area Plan as part of its Local Provisions Schedule (LPS), but it was rejected by the Tasmanian Planning Commission. This case study demonstrates the roadblocks created by the SPPs for local government in providing green spaces.

Research indicates that urban greenery including trees, vegetation and green surfaces (eg roofs and facades) can act as mechanisms for cooling within cities, helping mitigate the urban heat island effect and climate change (26). Urban greenery can reduce temperatures by 1- 4 °C (26).

TALC recommends the SPPs include provisions for urban greening such as landscaping requirements for multiple dwellings and commercial or industrial use, street trees, vegetation and green surfaces, and green POS.

Multiple Dwelling Units

Multiple dwelling units are generally smaller and have less private open space thus increasing demand for quality POS provision. Multiple dwelling units are also often inward facing and have poor passive surveillance to street frontages. They have no public land and when developed on larger sites often block potential connectivity to surrounding land. Body Corporates can be problematic on larger sites and include ongoing costs for the owner that are effectively passed on by the developer in choosing strata over subdivision.

A local example of increasing multiple dwelling units can be seen in Brighton Council on large sites as opposed to subdivisions. It can be assumed that in part this is to do with avoiding POS contribution fees and other subdivision costs (eg utility connections). This impacts on the liveability of these residential areas as they lack access to POS, connectivity through active and public transport and reduced passive surveillance.

TALC recommends the SPPs include provisions which encourage subdivision instead of strata where possible and ensure there is equity in dwelling density settings, POS contributions, improved passive surveillance and connectivity.

Social inclusion

The *Joint Select Committee Inquiry Into Preventative Health Report* identified social inclusion as a key social determinant that impacts on health (18). The report highlighted the importance of a focus on implementation of measures increasing social inclusion across all government agencies (18).

The way density is designed should account for the varying needs of different population groups. Designing and locating safe, affordable, well-connected, higher density housing options is important for different age groups to be able to access the housing market appropriate for their lifestyle and situation (28). Providing a diversity of housing options increases the likelihood that people of lower socioeconomic backgrounds have convenient access to public transport, health services, schools and employment opportunities (28). Ensuring people can work close to where they live will provide more equitable access to employment and services.

The quality of the public realm influences whether people feel safe and comfortable in that area as well as opportunities for social interaction, particularly for women and children. Design of the public realm supports social inclusion through taking into account how that space operates during different times of the day, with different demographics using it, and across all seasons of the year (29).

Feeling unsafe in public spaces has a significant impact on whether residents, specifically women, the elderly and young children are prepared to use them. Designing spaces which support activities attract more people and promote the perception that they are orderly and peaceful, can be important for social groups in enhancing active living opportunities, and support overall community liveability (29).

It is important to consider the role of the built environment on mobility limitations and disability to ensure accessible movement networks are created and maintained. This will support older adults to age in place and improve quality of life through the encouragement of participation in physical activity, exposure to the natural environment, and social interaction with friends and neighbours (29).

Access to local opportunities for physical activity for exercise, recreation or active transport supports social inclusion and builds a sense of community connectedness beneficial to health and wellbeing (2, 11). The Heart Foundation's *Healthy Active by Design* resource asserts that 'an essential part of good governance is embedding a socially inclusive and respectful approach to older people into policies and processes' (2). This principle could equally be applied to how the SPPs impact all social determinants of health. The design of the places we live, work and play must be inclusive of all community members.

The SPPs can act as a mechanism to enhance social inclusion by providing safe, affordable, well-connected, higher density housing options, access to public open/green space, safe and enjoyable active travel networks to a variety of destinations with a focus on equity and inclusion (1, 11, 29).

6. Are there any issues that have previously been raised on the SPPs that you agree with or disagree with?

Liveable Streets Code

TALC is aware of and supports the Heart Foundation's previous recommendation of the development of a Liveable Streets Code in their 2016 *Representation to the final draft State Planning Provisions* (1). A Liveable Streets code, or similar, would provide measurable standards to the assessment of permit applications (1).

In addition, a Liveable Streets Code would support active travel through provisions that include standards for footpaths suitable for walking and requirements for safe cycling infrastructure.

Specifically, TALC recommends such a code address the following issues:

- Resolve confusing provisions over streets and roads; and

- Remove the exemption status from planning scheme permit requirements for upgrading of streets/roads to allow active travel to be realised.

C2.0 Parking and Sustainable Transport Code

Under section C2.0 'general comments' in the *Summary of Issues Previously Raised on the SPPs* document, TALC agrees with the comment that car parking space requirements are excessive and do not encourage other forms of sustainable transport (e.g. public transport and active transport) and impacts on liveability.

TALC recommends revising the Parking and Sustainable Transport Code to comprehensively treat 'sustainable transport' as a component of active travel.

TALC is aware of and supports Bicycle Network Tasmania's recommendations for the provision of bike parking for both visitors and employees, provision of safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.

Workplace health

The Heart Foundation's 'Blueprint for an Active Australia outlines evidence on the importance of being active in the workplace.

The workplace is increasingly being recognised (nationally and internationally) as a priority high reach setting for health behaviour interventions, extending from a labour-based approach to a public health 'healthy workers' approach (11).

In general, a physically active workforce can improve physical and mental health, reduce absenteeism and increase productivity, thereby providing important benefits to individuals and workplaces (11). Workplaces should see the implementation of physical activity programs as a strategic business enhancement opportunity (11).

TALC is aware of and supports the Heart Foundation's previous detailed recommendations related to workplace health in their 2016 *Representation to the final draft State Planning Provisions* (1). The representation asserts that workplaces can 'support increased levels of physical activity through the design of a building's circulation system, encouragement of stair use, the provision of end-of-trip facilities (such a secure bicycle storage and change facilities), and there is convenient and safe access to public transport' (1). In addition, 'safe access to workplaces by active travel is enhanced where buildings provide for natural surveillance of outside spaces and the street' (1).

The SPPs provide a mechanism for supporting healthy workplaces through provisions that address these barriers and enablers to physical activity in the workplace and during commutes. TALC recommends reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (1).

Food Security

Whilst TALC's primary interest in the SPP review is in reference to active living, the importance of a food system that provides access to healthy and affordable food locally is acknowledged. A more-accessible urban environment in which active travel can be used to access healthy local food provides a range of health, wellbeing and environmental benefits (4).

The *Joint Select Committee Inquiry Into Preventative Health Report* specifically references access to food under finding 30 'it is important that people have access to healthy affordable food' (18).

TALC is aware of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (1). Whilst comments to this level of detail are out of scope for this submission, TALC is supportive of the Heart Foundation's food security recommendations.

7. Are there any of the issues summarised in the Review of Tasmania's Residential Development Standards – Issues Paper that you agree or disagree with?

3.2 Planning Directive No. 4.1 and the SPPs

In reference to the revision of prescriptions for north facing windows: TALC recommends this directive is revisited and considered in tandem with other energy efficient aspects of building design. While a north facing window is not a discrete measure of success, it is one element that contributes to energy performance of a dwelling alongside other measures.

4.3 Detailed comments on residential development standards

TALC recommends redrafting of Residential Development Standards to reference open space in relation to access, dimensions, permeable surfaces, green areas, privacy, and solar access. Providing direct access to open space from habitable rooms can encourage biophilic design and connection with nature, enhancing the indoor-outdoor relationship. Incorporating these principles within urban infill environments and higher density residential developments enhance liveability and active living (4).

4.3.6 Standards for garage and carport opening widths

TALC recommends in the case of multiple dwellings and group developments, consideration be given to laneways, rear access, and grouping of driveways to reduce the number of crossings and maximise pedestrian access.

4.3.8 Frontage fences

Fence height and transparency contributes towards crime prevention through environmental design by allowing sightlines between habitable rooms and the street ('eyes on the street') (30). This supports active living through enabling people to transverse public spaces at different times of the day with passive surveillance in turn reducing crime (30).

4.4 Other issues

Tandem or jockey car parking spaces are not supportive of active living unless in a policy environment supportive of electric vehicles. TALC recommends individual parking spaces should be reduced, and public transport and other active forms of travel prioritised.

Summary of TALC recommendations for SPP review

1. Consider how the Tasmanian Planning Policies will be developed and integrated with existing relevant policies and planned policies (eg Sustainability Strategy, Wellbeing Framework and Review of Local Government).
2. Reference health and wellbeing outcomes in the SPPs including:
 - 2.1. Clause 2.1 purpose to state how the RMPS objectives give effect to health and wellbeing.
 - 2.2. Inclusion in the purpose and the objectives for each zone, use standard, development standard, and codes the desired health and wellbeing outcomes from the implementation of the specific provision.
 - 2.3. Detail the mechanisms by which the SPPs will further the Schedule 1 Objectives related to health and wellbeing.
3. Insert use and development standards focusing on community led housing models for increasing residential density.
4. Include standards for the provision of POS and littoral and riparian reserves.
5. Improve provisions for active transport which provide:
 - 5.1. Permeability and connectivity of streets and paths;
 - 5.2. Limited dead end cul-de-sacs; and
 - 5.3. Varying street widths and alignment to suit the street function.
6. Review provisions around site and building designs including:
 - 6.1. Requirements for north facing windows;
 - 6.2. Requirements for private open space to be accessed directly from living areas; and
 - 6.3. Requirements for landscaping
7. Review of provisions for subdivision design including:
 - 7.1. Re-instate design standards as per the Interim Planning Schemes into the Residential Zones in the SPPs; and
 - 7.2. Urgently review General Residential Zone Development and Subdivision standards from the SPPs with liveability and health and well-being at front of mind.
8. Development of a specific Public Open Spaces Code which includes detailed provisions on POS within the Tasmanian planning system.
9. Revise provisions related to urban greenery including:
 - 9.1. Landscaping requirements for multiple dwellings and commercial or industrial use;
 - 9.2. Require street trees in new subdivisions; and
 - 9.3. Provisions for access to open green space.
10. Revise provisions related to multiple dwelling units to:
 - 10.1. Encourage subdivision instead of strata where possible;
 - 10.2. Ensure equity in dwelling density settings;

- 10.3.Ensure POS contributions; and
- 10.4.Improve passive surveillance and connectivity.
- 11. Social Inclusion - consider how the SPPs can promote social inclusion.
- 12. Development of a Liveable Streets Code in line with the Heart Foundation's 2016 *Representation to the final draft State Planning Provisions* (1).
- 13. Review of the Parking and Sustainable Transport Code to:
 - 13.1.Comprehensively treat 'sustainable transport' as a component of active travel; and
 - 13.2.Include provisions for safe and secure bike parking, end of trip facilities as well as introduction of provisions for bike parking in apartment buildings.
- 14. Workplace health and wellbeing - reviewing provisions related to workplaces to enhance physical activity in line with recommendations previously made by the Heart Foundation in 2016 (1).
- 15. Food security – review of the Heart Foundation's extensive recommendations relating to food security outlined in their *Representation to the final draft State Planning Provisions 2016* (1).
- 16. Further review of the Residential Development Standards including:
 - 16.1.provision of POS;
 - 16.2.Provisions for laneways, rear access, and grouping of driveways to maximise pedestrian access in multiple dwellings and group developments;
 - 16.3.Requirements for parking spaces and provisions for secure bicycle parking;
 - 16.4.Provision of north facing windows;
 - 16.5.Consideration of crime prevention through environmental design principles; and
 - 16.6.Prioritising active transport modes and limiting individual car parking spaces.

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